CITY PLANNING IN THE SOUTH:
THE FINDINGS AND RECOMMENDATIONS OF THE
SOUTHERN REGIONAL CONGRESS ON CITY PLANNING

August 17-19, 1953

Roanoke, Virginia.

Southern Regional Education Board
830 West Peachtree Street, N.W.
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Chairman, Congress Steering Committee

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Editor, Congress Proceedings

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CONTENTS

Chapter I The Southern Regional Congress on City Planning. . . . 1

Chapter II City Planning in the South: The Challenge 8

Chapter III City Planning in the South: The General Problem . . . 14

Chapter IV The Recommendations of the Congress. 23

The Reports of the Congress Working Committees:

Chapter V Professional Planning Services for Southern Cities. 33

Chapter VI Basic Research Priorities in Southern City Planning. 47

Chapter VII Civic Education in City Planning 62

Chapter VIII A Planning Periodical. 70

Chapter IX City Planning Problems of the Central City and Suburban Fringe 74

Chapter X Planning Legislation and Administration. 87

Chapter XI City Planning and Industrial Development 109

Chapter XII Student Recruitment and Undergraduate Preparation 114

Chapter XIII Short-Course Training in City Planning. 123

Chapter XIV Case Materials in City Planning 129

Chapter XV Citizen Participation in City Planning. 135

Appendix: Roster of Delegates to the Southern Regional Congress on City Planning.

CHAPTER I

THE SOUTHERN REGIONAL CONGRESS ON CITY PLANNING

THE SOUTHERN REGIONAL CONGRESS ON CITY PLANNING

The Southern Regional Congress on City Planning was held at Roanoke, Virginia, August 17, 18, and 19, 1953. Over one hundred people actively engaged in planning in sixteen states, fifty-two cities and the District of Columbia, constituting the leadership of the profession in the South, attended the Roanoke Congress. They came as official representatives of the institutions and agencies most concerned with urban planning and redevelopment in the region: colleges and universities active in some aspect of city planning; official city planning boards, urban redevelopment commissions, state planning agencies, and federal departments with an interest in the field; professional societies in planning and allied fields; businesses and industries with important stakes in the development of southern cities; foundations concerned with city planning problems; and professional city planning consulting firms. Altogether 82 different institutions and agencies were represented at the Congress.

Background of Congress

For three days this distinguished group of delegates met to discuss and reach agreement on the programs and activities in city planning instruction, research and service which are most urgently needed to secure the orderly development of the rapidly growing cities of the South. The delegates came together at a time when the South is experiencing the same rapid urbanization other sections of the nation felt a generation or so ago. They were confronted with the fact that between 1940 and 1950 the urban population of the South increased 37.5 per cent, compared to an increase for the nation as a whole of only 19.5 per cent. To put it another way, almost the entire population increase in the South in the decade between 1940 and 1950 was an urban one. Nor does the trend seem to have changed since 1950. This circumstance, complicated by the greater industrialization and increased complexity of government which has paralleled the increasing urban development, points to an acute need in the South for trained city planners, who

can use their skill and professional experience to help avoid some of the problems which have accompanied urban growth elsewhere. The purpose of the Congress was to make possible the formulation of a program of action to meet these problems in city planning which would reflect the joint experience and knowledge of the best minds in the field. The results of the delegates' collaborative efforts comprise the report that follows.

Sponsorship of Congress

The Southern Regional Congress on City Planning was sponsored by the Universities of North Carolina and Oklahoma, the Georgia Institute of Technology, and the Southern Regional Education Board. It was specifically the undertaking of the Regional Committee on City Planning which was established in 1952 by the terms of a Memorandum of Agreement among the three universities and the Southern Regional Education Board. These educational institutions have agreed to plan their programs together so that they will complement each other and more effectively serve the region. The Board, an agency provided for in the Southern Regional Education Compact among the fourteen southern states, is commissioned "to explore fully, recommend, where desirable, and develop, where needed, interstate collaboration in the support, expansion, or establishment of regional services or schools for graduate, professional and technical education." Under this broad mandate, it has joined with universities in cooperative action in more than a dozen fields. City planning is a field of great significance to the region, of high cost, and of limited student enrollment, and as such, one which is an essential part of the Board's developing regional education program.

The Regional Committee on City Planning decided to sponsor a Congress as its first major undertaking. It regards the findings and recommendations of the Congress as the base on which may be built a series of vigorous programs designed to promote city planning instruction, research and service in the South.

Advance Preparations for Congress

In order that the delegates to the Congress might make their most effective

contributions, preparations were begun far in advance of the meeting in Roanoke. Several months before the Congress convened, the Regional Committee met in Atlanta with the Advisory Committee on City Planning, and during the course of a two-day meeting chose a Congress Director to make the detailed arrangements for the Congress, decided upon its general purposes, and developed plans for its conduct. It was decided that the Congress should be a strictly working session and that, to make it so, it should be divided into twelve[1] working committees. It was agreed that every delegate should be assigned to one of the committees and that each committee should be given the responsibility for a particular subject and for developing and reporting back to the assembled Congress its specific recommendations for action in the area of its concern. Topics for committee consideration were tentatively agreed upon, and the guiding objectives for each working committee were laid down. Each was to be commissioned to reach general agreement on desirable and achievable objectives, generally within one year's time, in its field of inquiry, and to consider and recommend methods by which those objectives might be accomplished. In particular, it was decided that each committee should be requested to identify those problems, or those phases of its topic, which had regional aspects and to identify those for which a regional organization or approach might appear most useful. In addition, it was decided that while the committees should be exploratory in nature, they should produce at the end of their deliberations a concrete definition of objectives, a program to be achieved, and recommended means of achieving it. Finally, the chairmen of the several working committees were chosen at the initial planning session. Great care was exercised in making these choices, for it was clear that the success of the Congress would largely depend on the effectiveness of the committee chairmen. As soon as agreement had been reached on persons for the several assignments, invitations were

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1. The work of the twelfth committee, the Committee on Congress Publications, was conceived to be chiefly post-Congress. Thus, it did not function actively at the Roanoke meeting and this report contains no recommendations emanating from it.

extended to them. From that point on, the committee chairmen became an integral part of the planning process, and much of the credit for the outcome of the Congress is due to their hard work in the final months before the Congress met. They, together with the Congress Director, the Regional Committee, and the Advisory Committee, formed the Congress Steering Committee which operated from that time on to make all the final plans for the meeting.

Activities of Congress Steering Committee

The Steering Committee performed four major functions. It prepared a list of the institutions and agencies concerned with city planning in the South and selected from it approximately one hundred which were representative of all important segments of urban planning, to which invitations to name a delegate to the Congress were sent during June and July. It discussed and approved the tentative list of committee topics, making sure that it included the most significant problems facing city planners, and prepared detailed job descriptions for each committee, which the committee chairmen then circulated to serve the members of their committees as guides in their pre-Congress thinking. As replies were received from the invitations extended to institutions and agencies, it assigned the delegates named as nearly as possible to the working committees closest to their interests and training. And finally, it supervised the preparation of a considerable number of working papers which were assembled into a portfolio for distribution to each delegate at the opening of the Congress to provide a quick orientation to the purposes of the Congress and helpful guidance throughout the meeting. The portfolio included a roster of the participants, a statement of the objectives of the Congress and of each committee, the job description of each committee and the related materials the several committee chairmen had assembled to provide their committee members with a sound basis for discussion at the first committee meeting, and two documents prepared by the Regional Committee on City Planning -- one, a statement on its proposed cooperative program in city planning instruction, research and service in the South, and the other, a compilation of the existing

activities of southern educational institutions in instruction, research and service in city planning and related fields.[2]

Program of Congress

As the Congress proceeded, the program was so scheduled that committee work received major attention. The Congress opened with a short general session. The Chairman of the Steering Committee, Mr. Menhinick, reminded the delegates of the purposes of the Congress and told them that their sessions might "well mark the starting point of a significant upsurge in urban planning and development in the South that may result in finer cities than our country has ever known before." Dean Lloyd W. Chapin, speaking for the sponsoring organizations, read letters of welcome from the presidents of the three university sponsors and delivered the keynote address.[3] Dr. John E. Ivey, Jr., Director of the Southern Regional Education Board, brought greetings from the fourth sponsor and briefly told the delegates of the concern which motivated the Southern Regional Education Board's interest and activity in the Congress. Leo J. Zuber, Congress Director, concluded the session with instructions on how the Congress would operate. After the opening session, the delegates met for the rest of the day in their respective committees. A second general session was held the morning of the second day. It was designed to acquaint the members of each working committee with the topics and methods of procedure of all the committees. The chairmen of four of the working committees reported on the activity and thinking to date of their own and three other related committees. After each report there was helpful discussion from the floor. Each committee thus obtained the ideas and suggestions of the other delegates.

The second afternoon was devoted again to committee sessions. The preliminary report of each committee was completed late that afternoon. Each was turned over

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2. The roster is reproduced as an appendix to this report.

3. The body of Dean Chapin's address is given on pp. 8-13 of this report.

to the Steering Committee, which then carefully reviewed and correlated it with the reports of the other committees. While the Steering Committee was occupied with its review, the delegates of the Congress met in a third general session with Carl Feiss, the delegate of the Housing and Home Finance Agency, in the chair. This session was designed to enable the delegates to evaluate the Congress as a working device. Because the Southern Regional Education Board regarded the Congress as a major experiment in methodology, it was keenly interested in having an assessment of its success. The Board, since its inception, has sought a mechanism by which the states and the institutions and agencies in each of them might most effectively work together on problems of joint interest. The opinions expressed at the third general session made it clear that a successful first step in developing techniques for regional collaboration had been devised. With no exceptions, the delegates who expressed themselves during that meeting were enthusiastic about the Congress mechanism. All agreed that the answer to Mr. Feiss' opening question, "Is a Congress as a device to secure mass working on ideas a good one?", should be affirmative. Several helpful suggestions for future Congresses were received: there was some feeling that there could have been more substance to some of the working committee topics; that the objectives of the Congress could have been better defined; and that not enough stress had been put on the practical problems facing the profession. The consensus, however, was that the Congress constituted a good beginning in finding a way to secure better development of the region's urban resources.

The Congress closed with a general session, the morning of the third day, at which each committee report and set of recommendations was summarized by the chairman, discussed, sometimes modified, and finally adopted as the consensus of the group. Mayor Charles P. Farnsley of Louisville, Kentucky, made the concluding speech of the Congress, in which he urged city planners to embark on a

crusade for the well being of the urban citizens of the South. He suggested the use of "city agents" to work in urban communities as county agents have long worked in rural areas.

The results of the Southern Regional Congress on City Planning, as Dean Chapin remarked in his opening address, "may well have profound and continuing effects upon the future of the cities of the South and its people," for its findings and recommendations come not only at a time of challenge but from the careful and deliberate consideration of men and women who represent the institutions and agencies which must meet that challenge. The recommendations made herein are of signal importance because each recommendation represents the consensus of all the delegates to the Congress. As a consequence, for the first time anywhere in the country, there exists a set of recommendations in the field of city planning which is the product of the considered judgment and reasoning of the persons and agencies most closely concerned with city planning in a major region of the country.

The report that follows is not intended as minutes of the Congress. Its purpose is to present the findings and recommendations of the eleven working committees, with enough additional material to make them meaningful. The recommendations have been edited for uniformity, but stand otherwise as written on the occasion of the Congress.

CHAPTER II

CITY PLANNING IN THE SOUTH: THE CHALLENGE

CITY PLANNING IN THE SOUTH: THE CHALLENGE*

* The following is the main body of the address of Lloyd W. Chapin, Dean of Faculties, Georgia Institute of Technology, as delivered to the first general session of the Southern Regional Congress on City Planning.

It is the hope of the sponsors and the explicit objective of this Congress that there will be developed here a truly representative program of city planning instruction, research, and service in the South. To accomplish that purpose there have been invited from fourteen southern states, extending from Maryland to Kentucky to Texas, official representatives of educational institutions, and of state and local planning agencies, and other notable individuals whose joint considerations here will reflect the judgment of the outstanding leaders in city planning in this southern region. A broadly useful and truly representative program will be concerned with important matters beside the offering of curricula in city planning at universities, essential as that is. If instruction in city planning is to be dealt with, the terms should be interpreted to include education not only at the graduate and collegiate level, but in high schools and elementary schools as well, and in the fields of adult education. The program should take into account the needs of these southern regions for research in the field of city planning, together with some consideration of the auspices under which various types of research projects may be conducted and some exploration of the possible sources of funds for financing research.

Also within the field of study should be the question of how needed technical city planning services may be made available, such as through private planning engineers and consultants, through the joint use of technicians by cities that cannot afford full-time services, through technical assistance to smaller cities by state planning agencies, educational institutions, and leagues of municipalities. Perhaps there are other ways which the experience and wisdom of the delegates to the Congress may bring forward.

In short, this is a working Congress, and the accomplishment of the members of this assembly during these next three days may mark the beginning of an era of accelerated planning in the South.

It is not necessary to emphasize the need and usefulness and timeliness of such a Congress as this. There was a time when the American who sought excitement and adventure went westward with the advancing frontier. Now he needs only to step out of his door and make his daily attempt to reach his office to encounter hazards far more numerous and more deadly than his buckskin-clad great grandfather faced in the primeval forests and prairies. The historians tell us that the American frontier closed in 1892, and now that the wilderness has practically disappeared, cities constitute the new frontiers of adventure for the men and women of today. Cities have their jungles, their well-nigh impenetrable central business districts, their unmarked and almost impassable trails, their cataracts and whirlpools of traffic, and their hazards of automobile ambush. The experienced explorer makes a life-time of conversation from one tall tale of a herd of charging elephants, but the American city dweller faces careening masses of freight trucks, busses, and trolleys by the score every hour. The taming of the city, if you please, and the making of it a place for convenient, healthful and pleasant living offer perhaps one of the greatest adventures of modern civilization and a challenging problem and opportunity.

This is particularly true with respect to the cities in the South, which is rapidly changing from a basically agrarian to an urban culture. This is a result, in large measure, of the mechanization of agricultural workers who are moving to cities, seeking and finding employment in newly developed industries and their accompanying trades and services. For example, in 1920, of the fourteen southern states, only Maryland and Florida had more than 35 per cent of their people living in urban communities; in 1950 only Arkansas, Mississippi, and North Carolina had less than 35 per cent of their people living in urban communities. To put it

another way, in 1920 only Maryland had more than 50 per cent of its population in urban communities; by 1950 Maryland had been joined by Florida, Louisiana, Oklahoma, and Texas. And these figures make no allowance for the large number of urban workers who live in near-by rural areas. Thus, the cities of the South, both large and small, are entering upon a period of rapid expansion with an urgent need for leadership in planning their present and future growth so as to avoid many of the serious mistakes of urban development that have occurred in cities in the sections of the United States that became highly urbanized at an earlier date, mistakes that are even now being repeated as our small cities become larger and our larger cities sprawl through aimless suburban developments: streets too narrow, jogs and dead-ends, streets too steep or too sharply curved, streets that cannot be properly drained or served with sewers, house lots too narrow, no sites reserved for schools, playgrounds, parks or for other required public purposes. Cities have been allowed to develop and are now developing with such overcrowding of the land, so little open space and greenery, so much ugliness, noise, and dirt, so much intermingling of business and industry in residential sections, that people who can do so leave the cities for the surrounding countryside to find pleasant living conditions. The result is central cities that are rotting at the core, with downtown districts permitted to become so congested that people will no longer go to them to do business. The dismal catalog can be extended almost indefinitely. Extensive slum areas caused by overcrowding of the land, new schools built in areas that have promptly become business and industrial districts in which there are no children; sewer and water mains planned and built and then torn up and replaced and torn up and replaced again; houses, stores, and factories permitted to locate in low areas subject to periodic flooding with resulting human misery, economic loss, and costly public expenditure. Miles of highway frontage blighted by shoe-string business developments and converted into league after league of ugliness.

It is encouraging to observe today that many of the most progressive steps in city planning and development are taking place now in the fourteen southern states represented here. Only a few examples, selected at random from the many notable planning developments occurring in the South, need be cited to prove the point. Specially noteworthy is the cooperative program in city planning instruction, research and service of the Southern Regional Education Board under whose auspices we are meeting today. It has attracted the attention of planners throughout the nation, east and west. The South has taken a leading position in meeting realistically the governmental problems of metropolitan growth. One may cite Atlanta's well-known Plan of Improvement and its Metropolitan Planning Commission, the ability of Virginia's cities to accomplish needed urban annexation, promptly and equitably by court order, the unique solution of the urban fringe problem at Baton Rouge, and the move toward the merging of county and city government at Miami. The many-sided attack of the city of Baltimore upon its urban planning and development problem merits attention. Comprehensive city and county planning, public housing, urban redevelopment, and a nationally famous project to eliminate its most substandard housing conditions through concerted enforcement of building, housing and sanitation codes are significant elements in this program.

Furthermore, the South is leading in providing planning and development assistance for smaller communities. The programs developed in this field by the State Planning Commissions of Tennessee and Alabama are very successful pioneer accomplishments. The State of Virginia has under way a most promising program, as does the State of Kentucky. These state planning agencies have added to their staff city planners whose services are made available to the smaller cities of their state to aid them in the solution of their problems of planning and development. The result has been the creation of nearly a hundred local planning commissions which are at work on the problems of developing their small towns into more attractive, convenient, efficient and pleasant places in which to live. Nor has

this been entirely a governmental activity. In Georgia, the largest public utility in the state, the Georgia Power Company, has made outstanding contributions to the improvement of the cities of the state by a program of champion hometown contests which it has sponsored for the past several years.

These encouraging achievements are simply a testimonial that the South is at last becoming generally aware of the need for intelligent and enlightened planning of cities, but it is still faced with many unsolved problems in urban planning and development. Such problems as the steady increase in automobile traffic congestion on streets and highways and the critically short supply of downtown parking spaces need attention. Transit systems are finding it impossible to render adequate service, with the result that people in increasing numbers are deserting transit services for their private automobiles, which in turn increase highway traffic congestion, making it more difficult still for the transit lines to render rapid service and earn an operating income. This circle leads around again to still more cars on the streets and to a still greater demand for downtown parking spaces.

Cities have much to learn in the writing and use of zoning laws. Too frequently a zoning ordinance is set up to meet a special need, and without a realization that properly a zoning law should be a device for accomplishing a city plan and that the plan should be agreed upon first - not the zoning restrictions, which are by their very nature negative in character. Zoning can prevent improper land uses, but it cannot positively assure proper land use.

In many cities today slums and blighted areas are spreading more rapidly than they are being cleared. Rapid and haphazard urban growth and industrialization are polluting streams, depleting water resources, and wastefully overburdening public facilities.

This is a set of circumstances to which must be brought intelligence and ingenuity and imagination and diligent effort. It seems quite clear that the cities of these United States have not yet succeeded in becoming truly satisfactory for human occupancy for the vast majority of their residents in terms of beauty, convenience, quiet and healthfulness, and it is only through guidance that many citizens will come to realize - perhaps for the first time - that a city can be so laid out and so built as to be beautiful and convenient and quiet and healthful, and that the longer such planning is delayed the more difficult becomes the ultimate complete solution.

In these and the many other problems of urban planning and development, there is a challenge and a call to service which must be met. It is for this reason that the Southern Planning Congress that is convening this morning is so important to the South. If it does its work earnestly and well, what it accomplishes may well have profound and continuing effects upon the future of the cities of the South and its people.

CHAPTER III

CITY PLANNING IN THE SOUTH: THE GENERAL PROBLEM

CITY PLANNING IN THE SOUTH: THE GENERAL PROBLEM*

* Originally prepared by the Committee on Professional Planning Services for Southern Cities as a part of its final report, the following statement is presented here because it supplies a description of the general situation faced by city planners in the South in general and by each Committee of the Southern Regional Congress on City Planning in particular.

The South today is a land in transition from a rural area in which farming was the most important economic activity to a land of cities and factories. The changes which are occurring are affecting the life and social patterns of the people of the area to an extent not generally understood. Even a brief examination of a few basic facts points up the extent of the changes which have occurred and suggests the probable future trends. These facts are essential information to an appraisal of need by local government for professional planning services.

Employment Trends

In the eleven southeastern states[1] in 1929 there were 318 persons engaged in agriculture for every 100 persons engaged in manufacturing. By 1952, there were only 105 persons engaged in agriculture for every 100 in manufacturing.

Even though there are still a few more people employed in agriculture in the South than in manufacturing, income from manufacturing already exceeds income from agriculture by a wide margin. For example, in 1929, persons engaged in agriculture received about 19 per cent of the total income as compared to 15 per cent for workers in manufacturing. In 1951 manufacturing accounted for 18 per cent of the total income compared to 13 per cent for agriculture. If these trends continue, employment in manufacturing as well as income from manufacturing will exceed that of agriculture within the next decade. Tables I and II show how well defined these trends have been over the last 20 years.

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1 Alabama, Arkansas, Florida, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Virginia. The figures would not be substantially different if compiled for the 14 states represented in the compact establishing the Southern Regional Education Board.

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ng	Manu-facturing	Contract Construc-tion	Total Trade & Service	Transp. Com. & Pub. Util.	Trade	Finance	Service	Government
.5	1,320.9	142.8	1,832.8	525.5	778.7	109.1	419.5	488.2
.3	1,202.0	141.2	1,765.7	494.4	750.9	106.6	413.8	495.5
.1	1,026.9	134.3	1,632.5	438.9	698.8	103.0	391.8	506.1
.2	924.0	114.9	1,472.7	381.9	629.8	99.1	361.9	491.0
.1	1,044.5	102.0	1,469.4	364.7	653.2	96.7	354.8	493.1
.3	1,176.4	115.5	1,592.4	378.3	723.0	99.5	391.6	521.3
.6	1,199.2	129.5	1,652.8	385.3	743.3	102.1	422.1	556.3
.4	1,310.3	177.1	1,755.4	413.7	799.6	106.1	436.0	592.8
.5	1,423.3	185.9	1,864.5	438.8	867.3	109.8	448.6	615.1
.8	1,355.4	189.6	1,805.7	402.3	861.9	109.2	432.3	636.8
.1	1,489.4	217.4	1,857.0	417.8	876.3	110.7	452.2	661.4
.1	1,528.8	246.6	1,969.4	440.3	937.9	120.3	470.9	699.8
.8	1,783.0	417.5	2,127.8	474.4	1,019.4	130.0	504.0	783.9
.3	2,038.5	533.2	2,185.5	511.1	1,019.5	127.1	527.8	949.8
.4	2,280.1	387.9	2,261.4	558.8	1,034.1	125.4	543.1	1,096.3
.7	2,273.4	235.0	2,311.4	580.2	1,056.3	130.4	544.5	1,094.8
.6	2,080.8	216.8	2,346.8	579.9	1,084.6	136.1	546.2	1,067.9
.1	2,027.2	277.3	2,577.8	587.8	1,226.4	158.3	605.3	970.1
.8	2,147.9	344.2	2,773.6	605.8	1,341.2	173.0	653.6	940.6
.5	2,179.8	374.8	2,890.3	617.6	1,413.9	186.4	672.4	968.5
.0	2,019.8	362.4	2,878.2	586.2	1,426.4	188.0	677.6	1,015.8
.5	2,141.2	413.4	2,970.6	593.2	1,482.8	203.4	691.2	1,051.0
.5	2,271.4	502.7	3,159.5	630.9	1,580.9	216.2	731.5	1,131.9
.6	2,292.6	531.0	3,268.8	639.9	1,646.8	226.7	755.4	1,192.7

nonagricultural employment, 1939-52, Employment and Payrolls, Annual Supplement, 1953.
Census reports from BIS estimates for the United States. Persons engaged in agriculture
au of Census estimates for the United States.

NONAGRICULTURAL ESTABLISHMENTS: 1929-1952

Eleven Southeastern States

Annual Average Number in Thousands

Year	All Specified Employees	Agri-culture	Total Nonagri-culture	Private Nonagri-culture	Mining	Manu-facturing	Contract Construc-tion	Total Trade & Service	Transp. Com. & Pub. Util.	Trade	Finance	Service	Government
1929	8,142.3	4,203.1	3,939.2	3,451.0	154.5	1,320.9	142.8	1,832.8	525.5	778.7	109.1	419.5	488.2
1930	7,906.5	4,158.8	3,747.7	3,252.2	143.3	1,202.0	141.2	1,765.7	494.4	750.9	106.6	413.8	495.5
1931	7,599.4	4,173.5	3,425.9	2,919.8	126.1	1,026.9	134.3	1,632.5	438.9	698.8	103.0	391.8	506.1
1932	7,268.3	4,158.5	3,109.8	2,618.8	107.2	924.0	114.9	1,472.7	381.9	629.8	99.1	361.9	491.0
1933	7,381.3	4,161.2	3,220.1	2,727.0	111.1	1,044.5	102.0	1,469.4	364.7	653.2	96.7	354.8	493.1
1934	7,653.4	4,113.5	3,539.9	3,018.6	134.3	1,176.4	115.5	1,592.4	378.3	723.0	99.5	391.6	521.3
1935	7,913.4	4,237.0	3,676.4	3,120.1	138.6	1,199.2	129.5	1,652.8	385.3	743.3	102.1	422.1	556.3
1936	8,131.0	4,147.0	3,984.0	3,391.2	148.4	1,310.3	177.1	1,755.4	413.7	799.6	106.1	436.0	592.8
1937	8,277.4	4,027.1	4,250.3	3,635.2	161.5	1,423.3	185.9	1,864.5	438.8	867.3	109.8	448.6	615.1
1938	8,062.6	3,931.3	4,131.3	3,494.5	143.8	1,355.4	189.6	1,805.7	402.3	861.9	109.2	432.3	636.8
1939	8,229.8	3,856.5	4,373.3	3,711.9	148.1	1,489.4	217.4	1,857.0	417.8	876.3	110.7	452.2	661.4
1940	8,400.0	3,788.3	4,611.7	3,911.9	167.1	1,528.8	246.6	1,969.4	440.3	937.9	120.3	470.9	699.8
1941	8,840.5	3,552.5	5,288.0	4,504.1	175.8	1,783.0	417.5	2,127.8	474.4	1,019.4	130.0	504.0	783.9
1942	9,406.7	3,510.4	5,896.3	4,946.5	189.3	2,038.5	533.2	2,185.5	511.1	1,019.5	127.1	527.8	949.8
1943	9,567.9	3,367.8	6,200.1	5,103.8	174.4	2,280.1	387.9	2,261.4	558.8	1,034.1	125.4	543.1	1,096.3
1944	9,317.3	3,240.0	6,077.3	4,982.5	162.7	2,273.4	235.0	2,311.4	580.2	1,056.3	130.4	544.5	1,094.8
1945	8,896.4	3,030.5	5,865.9	4,798.0	153.6	2,080.8	216.8	2,346.8	579.9	1,084.6	136.1	546.2	1,067.9
1946	8,948.0	2,938.5	6,009.5	5,039.4	157.1	2,027.2	277.3	2,577.8	587.8	1,226.4	158.3	605.3	970.1
1947	9,311.0	2,921.9	6,389.1	5,448.5	182.8	2,147.9	344.2	2,773.6	605.8	1,341.2	173.0	653.6	940.6
1948	9,423.0	2,820.1	6,602.9	5,634.4	189.5	2,179.8	374.8	2,890.3	617.6	1,413.9	186.4	672.4	968.5
1949	9,288.4	2,841.2	6,447.2	5,431.4	171.0	2,019.8	362.4	2,878.2	586.2	1,426.4	188.0	677.6	1,015.8
1950	9,401.4	2,656.7	6,744.7	5,693.7	168.5	2,141.2	413.4	2,970.6	593.2	1,482.8	203.4	691.2	1,051.0
1951	9,728.4	2,496.4	7,232.0	6,100.1	166.5	2,271.4	502.7	3,159.5	630.9	1,580.9	216.2	731.5	1,131.9
1952	9,852.0	2,408.3	7,443.7	6,251.0	158.6	2,292.6	531.0	3,268.8	639.9	1,646.8	226.7	755.4	1,192.7

Sources: Bureau of Labor Statistics estimates of nonagricultural employment, 1939-52, Employment and Payrolls, Annual Supplement, 1953. Estimates for 1929-38 prepared on the basis of various Census reports from BLS estimates for the United States. Persons engaged in agriculture estimated on the basis of Census reports from BLS-Bureau of Census estimates for the United States.

TVA Division of Regional Studies
Industrial Economics Branch
July 1953 LCC 1SS

TABLE II

ESTIMATED INCOME PAYMENTS BY MAJOR COMPONENTS: 1929-51

Eleven Southeastern States[a]

Amounts in Millions of Current Dollars

Year	Total Income Payments[b]	Payrolls & Proprietors Income					Property Income[f]	Govt & Oth. Inco[g]
		Agriculture[c]	Mining[d]	Manufacturing[d]	Construction[d]	Trade & Service[e]		
1929	8,681	1,670	176	1,325	250	3,459	1,080	726
1933	5,136	851	75	759	54	1,970	623	809
1939	8,414	1,391	160	1,294	218	3,074	972	1,359
1945	22,662	3,267	372	3,867	670	6,976	1,709	5,961
1946	23,786	3,710	399	3,873	777	8,342	2,032	4,921
1947	25,494	3,969	514	4,500	1,028	8,988	2,182	4,514
1948	27,802	4,417	598	4,974	1,231	9,769	2,403	4,629
1949	27,141	3,443	495	4,691	1,220	9,807	2,453	5,261
1950	30,296	3,531	550	5,447	1,438	10,808	2,789	6,037
1951	34,344	4,343	603	6,187	1,890	11,977	2,930	6,779

a. Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, orth Carolina, South Carolina, Tennessee, Virginia.

b. The estimates of total income do not include payroll deductions for social securit ince they are not received currently. These deductions are included in the payrolls hown in this table, since they are not estimated by industry.

c. Consists of net income of farm proprietors, farm wages, and net rents to landlords iving on farms.

d. Consists of wages and salaries and the withdrawals by proprietors of unincorporate irms. Does not include the dividends of corporations.

e. Consists of income from wholesale and retail trade, service, self-employed and wn-account workers, finance, transportation, communication, and public utilities.

f. Consists of dividends, interest and rents and royalties.

g. Consists of federal civilian and military, state and local school and nonschool ayrolls, military, veterans' and social security benefits, including a small amount of rivate industrial pensions and compensations.

Source: Based on estimates by U.S. Department of Commerce, from special unpublished ables. Figures were added before rounding.

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Population Trends[1]

The shift from agriculture to manufacturing as a source of primary employment has brought significant changes in work habits and population distribution. In the 10 years between 1940 and 1950 the total population of the South grew by about 5.2 million. During this period, however, the rural farm population declined by about 4.4 million. The growth in non-farm population not only made up for the decrease of people living on farms but accounted for the increase in total population. Viewed in this manner, the total non-farm population grew, during the period from 1940 to 1950, by nearly 10 million people.

Growth of Cities and Towns

A major portion of the population increase occurred in urban areas which grew by about 7.4 million. The "rurban" population, that is, the people who live in rural areas but are not engaged in farming, grew by some 2.2 million.

Today the South is approaching, if it has not already passed, the point where over 50 per cent of the people are classed as urban. A quarter, although not engaged in farming, live in a rural situation and only a quarter are classed as rural farm. It is significant that one out of every three people who today live in southern cities did not live there in 1940.

The shift from a rural to an urban way of life in the South has lagged behind that in many other parts of the nation. To illustrate, as early as 1880, 50 per cent of the people in New England were classed as urban. By 1910, 72 per cent of the New England people lived in cities. Since that time the number has increased only slightly so that today about 79 per cent live in cities.

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1. The figures in this section apply to the 14 states represented in the compact establishing the Southern Regional Education Board.

In contrast, in 1880 only 12 per cent of the people in the South were classified as urban. By 1910 this had risen to only 22 per cent. Although there was a steady increase in the number of southern people living in cities and towns, it has not been until the last decade that significant urban growth has occurred.

Guiding the Growth of Southern Cities and Towns

The growth of southern cities presents both problems and opportunities. For the first time many southern cities are faced with problems of housing, traffic congestion, schools, recreation areas, and utilities. City officials are finding no past community experience to guide them in finding solutions. Opportunities result from the fact that most southern cities are in a period of initial growth and are therefore in position to guide community growth so as to avoid the serious problems of urban growth which have been experienced in the older more urbanized sections of the nation.

Cities Are for People

The southern people must grasp the problems of their new environment if they are to adapt themselves successfully to the changes that are taking place. They must understand that cities are the places where over half of the southern people already live. If present trends continue, nearly three quarters of the people of the South may be living in and adjacent to cities in the not too distant future. Look at what happened in New England. It took only 30 years (1880 to 1910) for the urban population of that section of the nation to grow from 50 per cent to 70 per cent.

With the continued industrialization of the South, a similar trend is not unlikely. Yet, unless this process of change is understood and positive steps are taken to guide the growth of cities, there may develop in the South one of the most striking contradictions of our time. Where on the one hand we shall have the results of twentieth century techniques in using and developing natural resources --

the most modern industrial plant as a whole of any section of the country -- on the other hand we shall have a repetition of the outmoded and inefficient cities which characterize our older urbanized sections of the country with their apparently unsolvable problems of blight, overcrowding, and traffic congestion. If the hypothesis here advanced is valid and if southern cities and towns become similar to most of those in northern industrial regions, it will be because the leaders in southern cities and towns have not seen the opportunities open to them and have not availed themselves of the known techniques for guiding urban growth.

Planning for Growth

The problem, then, is how can the South guide the development of its cities so that they will provide healthful and convenient places for an ever-increasing proportion of its population to live. The magnitude of both the problems and the opportunities is overwhelming.

The table below shows how cities have grown in both size and number in the past three decades:

Table III

Size and Number of Cities and Towns
14 Southern States

Population Group	Number of Cities and Towns		
	1950	1940	1930
100,000 or more	30	22	22
50,000 to 100,000	29	25	21
25,000 to 50,000	60	31	34
10,000 to 25,000	199	147	120
2,500 to 10,000	975	710	615
Total	1,293	935	812

Of the total of nearly 1,300 cities and towns in the South, it is estimated that not more than 200 are undertaking active programs to guide their growth.

An active and aggressive planning program designed to meet development problems as they arise is required in nearly every southern city and town if it is to meet the challenge of the next 30 years. Too often a city or town waits until problems become acute or large new industrial developments demand that steps be taken to plan for future growth. These local planning programs must be devised so that there will be effective local planning machinery to fit solutions to development problems, whatever their nature or whenever they occur, into a general plan for city growth.

In the very largest southern cities such as Dallas, Memphis, Birmingham, New Orleans, Baltimore, Richmond, and Atlanta the basic development pattern has already been established. Changing these patterns to meet present-day needs will be a difficult but not impossible task. The great bulk of the southern cities, as indicated in Table III, have less than 25,000 people. Although some adjustments of the existing patterns may be difficult in the small city or town, the problems are not nearly as complex as those facing the larger cities. Consequently the smaller city or town has a real opportunity to establish a pattern for city growth which will meet the needs of present-day urban living.

Intergovernmental Cooperation Necessary

A corporate boundary does not limit city growth. The forces which cause city growth may result in homes, stores, and factories spreading out over several jurisdictions. Planning for such basic city needs as streets, schools, recreation facilities, utilities, and residential neighborhoods requires collaboration between the cities, counties, and other governmental units affected.

On particular problems state and federal agencies may be involved. For example, the activities of the state in building highways will affect in no small way how a city or town may develop. Likewise many federal programs affect the development of cities. State and federal agencies must recognize the need to relate their

plans and programs to those of cities and towns. Unless, however, these local units of government have effective planning programs, it is difficult to develop a truly cooperative program for sound and orderly city growth. Federal and state agencies should conduct their programs in such a way as to encourage the development of sound local planning agencies equipped to carry out their part in a cooperative program.

Even though there are agencies with separate programs at the federal, state, and local levels, there is no assurance that an effective planning program will result. Carr and Stermer in their study of Willow Run[1] point out that a major difficulty in a cooperative program involving several agencies is the absence of an over-all pattern which defines the roles and lines of cooperation between agencies. They show, for example, that in the Willow Run situation the federal housing authorities were willing to act in any way possible to relieve the housing conditions. They could not be effective because there was no machinery by which the agencies involved could work together. Only when an acceptable and rational pattern for cooperation is established will it be possible to make effective use of data and technical assistance which may be available from federal and state agencies. State planning agencies can take a leading role in developing these relationship patterns.

Essential Requirements for Local Planning

There are two essential requirements for effective local planning. First of all, planning must be established as a recognized and continuing function of local government. Too often the community attitude is expressed by the appointment of a planning commission which is given the job of preparing a plan for the city or the county and then is promptly forgotten in the day-to-day decisions which actually build the city. The work of the commission is not fitted into the

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1. Carr, Lowell J. and Stermer, James E., Willow Run: A Study of Industrialization and Cultural Inadequacy (New York: Harper, 1952).

administrative machinery of the city. The objectives and policies for building the city as expressed in the city plan do not have the full support of administrative officials or the citizens of the community. A local planning commission or planning agency cannot be effective if it works in a vacuum divorced from other city actions or from the activities of individual citizens.

The second basic requirement for an effective local planning program is that the planning agency have a continuing source of professional planning advice available to it. Mr. Dennis O'Harrow, Assistant Director of the American Society of Planning Officials, in his talk before the Sixth Annual Conference of the Southern Association of State Planning and Development Agencies, stated the need in these terms: "Planning is a field that can no longer be filled by just any one or even by busy civic minded citizens with seven other jobs. It is no longer an art of dilettantes or a function of government that can operate without funds. It is an art for professionals and is worthy of respectable budget appropriations. It is important that we take our planning seriously if for no other reason than because planning our own affairs is the only way we are going to prevent having our affairs planned for us."

Many local planning agencies fail to function satisfactorily because communities do not realize that the agency must have technical help if it is to be of any real service. The problems of city development are so complex that technicians trained in the methods and procedures for city planning are an essential ingredient for any effective local planning. In fact, without adequate professional planning services it is doubtful if the creative job of city building which is so necessary in the South in the next 30 years can be successfully accomplished.

CHAPTER IV

THE RECOMMENDATIONS OF THE CONGRESS

THE RECOMMENDATIONS OF THE CONGRESS

Altogether, 51 recommendations were made by the Southern Regional Congress on City Planning. Some were specific in their nature; others were general. Many activities recommended were ones which the Regional Committee on City Planning might undertake under its own auspices; others visualized the Regional Committee as an agent or catalyst rather than as an enterpriser itself. Taken together, the 51 recommendations covered a large portion of the field of city planning.

The recommendations are presented here not as they were embodied in the Committee reports at the final session of the Congress, but as they seem to fit together into three fairly definable groups, regardless of origin.

Research Recommendations

Although one committee was devoted solely to "Basic Research Priorities in Southern City Planning," several other committees also recommended needed research projects. A research program of a very wide scope resulted.

Specifically, it was recommended that studies of the following underlying forces and trends in southern city planning be regarded as "priority research" needs:

1. Population shifts and mobility
2. Major changes in economic patterns and activities
3. Technological and locational patterns of industry
4. New patterns of circulation of people and goods
5. Forces working toward changes in the conditions of urban environment
6. Emerging patterns of urban life
7. Natural resources, their use, control and depletion
8. Planning in government
9. Community power structure in urban areas

To the end that work on these high priority research needs of southern city planning might be undertaken immediately, it was further recommended that:

> A continuing clearing house committee, widely representative of regional professional organizations and social science disciplines, be established to serve as a catalytic agent to promote collaboration between agencies and institutions concerned with city planning in the South on the above and other studies by:

1. Circulating the above list and any additional information on basic research needs in southern city planning to all such agencies and institutions

2. Assembling information on research projects contemplated, in process or completed at any of the interested agencies and institutions in the region

3. Stimulating research among and suggesting research to the said agencies and institutions

and that:

Further work conferences of planners and persons directly involved or interested in city planning be conducted, to the end that a continuous re-examination of planning concepts, premises and approaches may be carried on and that research findings and developing trends in the region may be translated into new and more adequate planning concepts, premises and approaches as required.

While not given a priority label, research of the following kinds was recommended for early consideration:

1. Research on sample budgets needed for planning programs in cities of various sizes, the data thus collected to be made available to cities considering planning programs

2. Research to determine:

   a. What constitutes the most effective and economical pattern of urbanization for the South as a whole and for each of the several states, taking into account the proper servicing of the entire area with urban activities, the proper geographic distribution of economic opportunity, the proper balance of agriculture with other forms of gainful occupation, and the avoidance of conditions tending to invite enemy attack.

   b. What are the upper and lower limits of size for individual cities to insure proper functioning of the local economy and the provision of satisfactory living and working conditions for the citizens.

   c. What developmental pattern for large urban areas is most effective and desirable to insure the optimum combination of sound living and working conditions and reasonable security from enemy attack.

   d. What are the exact nature of and the motivations for current trends in urban expansion in the South and to what extent do they contribute to the objectives suggested as desirable above.

   e. The proper function, land-use pattern and density of aging central areas.

3. Research into the following:

   a. Issues and procedures involved in securing interstate cooperation in handling regional planning problems.

   b. Problems resulting from defective governmental structure and the means of solving them.

   c. Means of consolidating at the local level the various types of property controls which are presently scattered through a variety of regulations.

   d. Procedures which are followed in administering planning controls.

4. Research, on the one hand, into the experiences of one hundred corporations of a diversified nature and size which have moved into a broad cross-section of communities throughout the South in the last decade to determine the required community facilities and services for these industries, and on the other hand, into the experiences of the southern communities which have acquired new industries to determine how the planning services of those communities met or failed to meet the needs of incoming industry.

5. Research into the outstanding examples of citizen participation in planning in the South, the results thereof to be utilized as guides for interested parties.

Program Recommendations

A number of the Congress recommendations called for the initiation of specific program activities by the Regional Committee on City Planning. One called for other Regional Congresses on City Planning in the future, at which broader citizen representation might be secured. The others pertained either to educational or editorial activities.

Thus, it was recommended that the following educational activities be undertaken:

1. A program to familiarize such public and private agencies as leagues of municipalities and counties, universities, and industrial and commercial firms working in the developmental field with the contribution they might make toward establishing sound planning practices in their communities, the program to include the development of materials which such agencies might use in providing sound advice and assistance to the organization of local planning.

2. A program of civic education in city planning, consisting of:

   a. A workshop for teachers in the elementary and secondary schools in the summer of 1954, to stimulate their interest in promoting civic understanding of city planning in the classroom and to provide them with a foundation for working with a subject so new and different.

   b. The development of a packet of materials designed to introduce elementary and secondary school teachers to the field of city planning and its possibilities as a means of improving the community.

   c. The development of instructional materials and methods to aid elementary and secondary school teachers in promoting understanding of city planning in their classes. Such materials might include an annotated bibliography of planning publications suitable for school use, prepared units of instruction, and listings of resources, persons and agencies.

   d. The preparation of a bibliography of suitable materials, the establishment of working relations with college teachers' organizations, and the consideration of other ways to incorporate the study of city planning in the curriculum at the undergraduate college level in institutions of higher education throughout the region.

   e. The appointment of a committee charged with devising ways and means of strengthening visual aids suited to citizen and school groups, as a vehicle for introducing and motivating civic interest in city planning.

   f. The establishment of better working relations between planning agencies and the press, including radio and television.

3. A tri-partite program in the field of short-course training in city planning, involving:

   a. The conduct of a meeting of representatives of universities, agencies, and organizations interested in sponsoring short-course training in city planning to develop a method by which information on short-course training available in the fourteen-state area may be exchanged and to discuss the problems involved in developing adequate short-courses in city planning.

   b. The establishment of a training center or centers in the fourteen-state area to give two-week courses of supplemental training for members of planning staffs and planning administrators.

   c. The provision of assistance to universities interested in developing short courses of instruction to meet their own needs.

4. A program in the field of student recruitment and undergraduate preparation. A permanent coordinating committee on student recruitment and undergraduate preparation, to be composed of at least one representative from each of the states signatory to the Southern Regional Education Compact, should be established to:

   a. Survey, in cooperation with professional planning societies, college course offerings and recommend "pre-planning" programs within the existing curricula.

   b. Secure a centrally administered trust fund for fellowships to be awarded to outstanding applicants to graduate schools of city planning in the region.

   c. Organize a systematic campaign for funds from such sources as philanthropic foundations, civic groups, business and industrial firms, and local, state and national planning agencies interested in obtaining a continuous supply of trained personnel.

   d. Aid and encourage the setting up of undergraduate "on the job training programs" in city planning.

   e. Explore the possibilities in some form of "work-study" program for undergraduates interested in city planning as a career.

   f. Explore the possibilities of schools and other civic groups using other visual materials, such as films and slides, to publicize careers in city planning.

The following editorial activities were recommended:

1. The establishment of an editorial office to carry out three important functions, for the purpose of encouraging planning programs and raising planning standards:

   a. The stimulation and solicitation of articles by southern planners or about southern planning and the channeling of these articles into existing regional, national, and international publications.

   b. The exploration of the possibilities of a planning digest, summarizing articles appearing in non-planning publications but bearing upon the planning field.

   c. The publication of material for planning commission members, other public officials making planning decisions, and community leaders having an impact on planning.

2. The development of case materials, to be effected by the establishment of a committee on case materials and the employment of a junior faculty member from one of the universities participating in the regional program in city planning to work with the committee in:

   a. Securing the production of case materials by practitioners and teachers of planning.

   b. Developing standards and techniques of reporting and editing case materials.

   c. Identifying particularly useful case materials early in their production and soliciting, if necessary, authors to prepare such case studies.

   d. Working out arrangements for the publication and distribution of case materials.

3. The rewriting and reproduction of those reports and recommendations of the Congress of special interest to business and industrial leaders in a suitable form for distribution throughout the South.

4. The preparation, publication and distribution to schools, colleges and universities throughout the South of an attractive, illustrated pamphlet setting forth the prospects and potentials of a career in city planning.

General Recommendations

A large number of Congress recommendations called for action by public bodies or agencies other than the Regional Committee on City Planning. These recommendations are more in the nature of appeals for action than they are proposals for particular programs of action. Fifteen such recommendations were made, as follows:

1. That all states not now having agencies with broad programs of state planning and development, including local planning assistance, take the initiative, as a matter of public policy, to create such agencies.

2. That procedures be developed and adopted for assuring careful planning and control of urban development both within existing corporate limits of cities and in outside areas that are becoming, or are likely to become, urbanized.

3. That pending completion of research, all possible steps be taken to avoid the accentuation of existing urban concentrations that are especially vulnerable to attack and the creation of new concentrations falling in that category.

4. That planners and others concerned with improving the traffic situation, in recognition of the fact that the efficient and speedy movement of people and goods is essential to the over-all prosperity and growth of urban areas,

a. Encourage the use of mass transit, which not only uses street space more efficiently than automobiles, but also requires no downtown parking facilities;

b. Prohibit parking on streets where it interferes with the orderly movement of vehicles, since streets are primarily for the movement of vehicles and people, and not for vehicle storage;

c. Accompany expressways, which are important to the speedy movement of automobiles, trucks and busses, with adequate downtown off-street parking and unloading facilities;

d. Make use of bulk and use zoning controls, combined with off-street parking and unloading facilities, to insure that the demand of the central business district does not exceed the capacity of the transportation routes and vehicles to serve it.

5. That cities develop concrete plans for treating aging central areas, such plans to include:

a. Ways and means of clearing and rebuilding those areas where the land pattern is unadaptable, the structural condition is beyond repair, and/or the land-use is in conflict with current and probable future needs;

b. Ways and means of rehabilitating those areas where the land-use pattern can be changed to meet present and future needs, where the structures are subject to repair, and where continuation of the existing land-use is in accord with the city's master plan;

c. Conservation of structures and neighborhoods in areas where there is evidence of deterioration beginning so that these areas will not sink to conditions requiring more drastic treatment;

d. Low rent housing for those families with income so low that they are forced to live in substandard structures.

6. That appropriate steps be taken to correct the critical land-use problem in the suburban fringes of growing and expanding southern cities, including:

   a. Preparation of a positive plan for residential development, implemented by the provision of municipal services and controls;

   b. Development of planned centers for shopping services and places of assembly, provided with off-street parking, accessible to various modes of transportation, and avoiding conflict with major traffic movement;

   c. Planning of adequate land areas properly related to transportation, utilities, and labor supply, and protection of these areas for use by compatible industries.

7. That planning be coordinated as thoroughly as possible between the official planning body and the action and operating departments of local government, such as schools, parks, public works, etc.

8. That capital improvement budgeting be a responsibility of community planning, and funds not be expended for capital improvements until after receipt of reports from local planning agencies.

9. That effective mechanisms for planning and land development control on a metropolitan or regional basis be developed in every such area as quickly as possible, regardless of political boundaries. Solutions, which cannot be standardized for all localities, may include annexation, metropolitan or regional planning commissions, or the delegation of certain local governmental functions to metropolitan or regional governmental agencies.

10. That a new "model" planning enabling act for local governments in the southern states be drafted and made available as a guide for new legislation to interested persons and organizations in each state, and that the following features be kept in mind in the drafting of this act:

   a. It should be simple.

   b. It should be permissive, rather than mandatory.

c. It should consist of a single, consolidated act, rather than a set of acts.

d. It should include the grant of authority to establish a planning agency and make expenditures for planning; to enact zoning controls (including airport zoning); to regulate subdivisions; to adopt an official map; and to prepare capital expenditures budgets.

e. It should grant such authority to municipalities, counties, and such regional planning agencies as local governmental units may establish by agreements among themselves.

f. It should give local governments discretion as to what type of administrative organization for planning they will use.

g. It should make provision for interim measures to handle emergency situations but should otherwise require that a planning agency be established and that planning activity take place before planning controls become effective.

h. It might include provisions allowing a state agency to exercise temporary controls in particular areas to meet emergency growth situations where local governments have not yet acted.

11. That the formation of statewide planning associations in each state be encouraged, as a means of dissemination of information concerning planning laws, ordinances, court decisions, and effective administrative practices.

12. That the establishment and competent staffing of planning commissions on a municipal, county, and/or regional basis be encouraged.

13. That the planning commission assume the responsibility for the availability of data essential to industry in determining plant location and if necessary stimulate the compilation of such data by the appropriate responsible agencies.

14. That the planning commission recognize, concern itself with and lend encouragement to civic and municipal organizations to establish a program designed to relate and convey to opinion-molding groups the economic values of selective industrial expansion.

15. That citizen participation, which is vital and necessary to planning, be effectuated in at least three points in the planning process:

a. The citizens of any community should join in determining the opportunities for development and needs.

b. Citizens should assist in the selection of objectives from among alternative courses of action.

c. Citizens should assist in the attainment of the planning objectives.

REPORTS OF THE

CONGRESS WORKING COMMITTEES

CHAPTER V

PROFESSIONAL PLANNING SERVICES FOR SOUTHERN CITIES

COMMITTEE ON PROFESSIONAL PLANNING SERVICES
FOR SOUTHERN CITIES

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REPORT

Purpose

The Committee on Professional Planning Services for Southern Cities sought an understanding of the nature and extent of professional planning services needed to meet urban development problems in the South and of the possible methods local governments in the region might rely on to obtain the professional planning services determined to be needed.

I

Findings

Cities and counties in the United States and particularly in the South have tried to meet their needs for professional planning services in a variety of ways. A review of some of the methods used may suggest alternatives open to cities and counties concerned with obtaining continuous and adequate technical planning advice.

Local Employment of a Planning Staff

It is generally agreed that the most effective method for obtaining sound technical planning advice is the direct employment of planning staffs by local planning agencies. In cities of over 25,000, budgets may be sufficiently large that this method could be employed successfully. In fact, many of the southern cities of this size already employ their own planning staffs. In the large metropolitan areas staffs of from 10 to 20 people are employed to prepare plans for the orderly development of these areas and to carry out a program which will further orderly and sound development. In some areas there are joint city-county planning agencies employing staffs of from 1 to 6 people. In a few areas professional staffs are employed jointly by two or more planning agencies.

This procedure is difficult because it requires the continued financial and program support of each of the agencies involved.

Use of Consulting Firms

Another method which has been utilized by many communities has been the employment of a private consulting firm to assist in the organization of a local planning program and to prepare a comprehensive plan for the orderly development of the area. This method has been found to be most effective where there is an existing local planning staff to which the broad experience and know-how of the consulting firm can be related. However, many communities having an active Planning commission, but no paid staff, have been able to develop an effective comprehensive plan in this manner. It has the distinct advantage of producing a plan within a reasonable time, whereas some communities do a lot of planning without ever producing a workable guide for their orderly growth and continued operation. The consultant and his staff, working closely with the local planning commission and public officials, should reflect, as well as guide and direct, the local thinking in the production of the plan.

After the plan has been prepared, it may be advisable to retain the consultant on a continuing basis to assist in its administration. Also, some private consultants have a permanent staff capable of handling the projection of detailed plans for specific areas. This is especially important to the small communities which are unable to employ capable technicians on a permanent basis.

It is essential to recognize that the mere development of a plan will not automatically produce desired results. The plan is but a tool which must be fitted into the whole process of planning which the community should set up to foster its orderly development.

Reliance on State Programs of Local Planning Assistance

The great bulk of southern cities have less than 25,000 people. In many cases

budgets are not large enough and the amount of work not sufficient to employ a full-time staff. To meet this situation many states have initiated local planning assistance programs. The most outstanding programs of this nature are in the South. The Alabama State Planning Board, for example, employs city planners as regular members of its staff. These staff members are available to cities and counties throughout the state in preparing studies and plans for community and county development. However, Alabama requires that the local government contract for the payment of a portion of the cost of the program.

A similar program is under way in Tennessee, where the Tennessee State Planning Commission makes its personnel available to cities and towns in developing their own local planning programs. Both the Tennessee and Alabama programs are unique in several respects. First of all, these state planning agencies have regional offices so that staff members live close to the cities they serve and are able to develop an understanding of both area and city problems. They can and are available to give technical advice on day-to-day decisions which face municipalities and which influence the way a particular city or county may develop. Secondly, the city planners employed by these state planning commissions serve as the technical staff for the local planning agency. In this capacity, they assist local planning commissions, which are made up largely of lay people, in developing local planning programs. They undertake broad studies relating to the economic base, population, and land use, as well as specific studies of schools, recreation, traffic, and parking. They prepare for consideration of the planning agency zoning ordinances and subdivision regulations based on the general plan. They assist in the relations between the planning agency and the city departments.

Similar programs are developing in both Virginia and Kentucky. For many years the Virginia Division of Planning and Economic Development has had staff members who encourage the formation of local planning agencies. They have not had,

however, sufficient staff to meet the needs for technical services for the many small Virginia towns. This problem is being discussed and considered by both official bodies and citizen groups in the State of Virginia. In Kentucky, the Agricultural and Industrial Development Board initiated a program of local planning assistance in 1951. At the present time only one staff member is employed. A program is being developed along the lines of the Alabama and Tennessee programs. Because of limitations of personnel the program during this initial period is being limited to five or six cities. It is proposed that if funds are available, the staff providing this service to localities will be expanded within the next few years.

There is one important aspect of the state programs of local planning assistance which should not be overlooked. Many of the local planning and development problems in the South are problems involving several units of local government. Related to this aspect of the problem is the fact that state development programs in themselves affect local development. It is for this reason that a broad state planning program is becoming essential for a sound local program. To illustrate, in the northeast section of Tennessee there is a rapidly developing industrial area made up of a core of four counties with four major cities. Development in any one community affects development in the other communities. Furthermore, some of the industrial plants recently have located in rural areas and draw their labor force from all communities. It is essential that all of the counties and communities work together on a common developmental program. At the present time all of the cities receive technical help from the Tennessee State Planning Commission, and the assistance of this agency has been the catalyst to further city-county cooperation on general development plans and programs.

In addition, sound local plans require some understanding of the state program. For example, it is necessary for the state to work with all of the areas so that

the major street plans of each of the counties and localities can be brought together into a regional plan which will serve the entire area. The program and system of state parks will affect each of the local recreation park systems.

It is the belief of the Committee on Professional Planning Services for Southern Cities that many of the local development problems are actually problems involving several units of local government. For this reason it is becoming increasingly important that the states themselves engage in a state planning program and stimulate the integration of plans for states, localities and the federal government.

Other Sources of Technical Planning Assistance

In addition to the activities of state planning agencies, there are other state institutions which provide some technical assistance. In Florida, North Carolina, Georgia, Arkansas, and Oklahoma, the state universities have rendered planning assistance to localities. At the University of Florida, for example, students have undertaken planning studies of such communities as the Jacksonville Beaches and Suburbia, and faculty members have served in such communities as Daytona Beach, Gainesville, and Ocala. The study at the Jacksonville Beaches, undertaken at the request of the municipal authorities, involved three adjoining communities along the Atlantic coast where uncontrolled growth, mixed land uses, and contiguous boundaries had created major planning problems. At Suburbia, upon the request of a 100-member citizens' organization, a planning study was undertaken of a growing gringe area just north of Gainesville. In the space of a few years, and in accordance with a master plan, Suburbia has secured a new community school, has acquired ample land adjacent to the school for a neighborhood park, has gotten a new shopping center under way, has done away with spot zoning for business, and has completed a number of other worthwhile community projects.

Students at Georgia Tech, to list another example, recently undertook a study of how the city of Cleveland and White County, Georgia, might develop. They assisted in the drafting of legislation to establish a joint city-county planning commission which was subsequently appointed. They assisted in the preparation of a preliminary master plan including a land-use plan, zoning ordinance, major street plan and a redesign of the Courthouse Square. Again, in North Carolina the students, working under the direction of the staff of the Department of City and Regional Planning of the University of North Carolina, have prepared inventories of planning needs for many North Carolina cities. These reports have stimulated the organization of many local planning programs. In some cases staff members actually give a limited amount of technical advice to local communities. A similar program is being developed in Arkansas. In 1951 the Institute of Science and Technology of the University of Arkansas initiated a program of technical and advisory services through local planning commissions. All work is done by contract. At the present time the staff is working with five local planning commissions in cities of from 2,000 to 16,000 population and with housing authorities on plans for urban redevelopment. The institute works only with official planning bodies and does not solicit contracts. Services are available to any commission.

Another interesting experiment is being initiated in Florida. For several years the Florida Improvement Commission has been carrying on a small amount of work in the field of technical assistance to communities. The 1953 Florida legislature did not provide an appropriation for this activity. As a result, an effort is being made by the Florida Planning and Zoning Association and the universities to establish at least a source of information within the state on local planning matters. Although extensive planning assistance will not be available, it is hoped that establishing a center where information can be obtained, publishing a newsletter on planning progress of Florida towns, and the availability of a staff member well versed in local planning problems will be of considerable

help to local communities.

In some states, private power and industrial groups encourage and give help in local planning and development matters. For example, the Georgia Power Company for many years has carried on a successful community improvement program. These activities have encouraged community self appraisal which in some instances have led to active official planning programs. As part of this program, the Georgia Power Company furnishes some technical assistance to towns and communities of 20,000 population or less located in its service area. Much of the need for community planning has been evidenced through surveys of possible industrial sites carried on by the private power and industrial groups. These surveys have served to focus attention on the need for planned allocation of desirable sites for industrial purposes if there is to be sound industrial development.

II

Committee Conclusions

Regardless of the source of technical planning assistance, the essential point is that the assistance should be made available in such a way that a continuing and responsible local planning program results. For a state or federal agency or a private consultant to give spot assistance on a particular problem without a going, responsible local planning program is not to recognize the lessons we have learned in the past 20 years. As Roscoe Martin has pointed out, technical assistance is a continuing process which when properly conceived concludes only when the proposal made has been incorporated into the normal practice of the government receiving assistance.[1]

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1. Roscoe E. Martin, "Technical Assistance: The Problem of Implementation," Public Administration Review, XII (Autumn, 1952), 258-267.

Until local governing bodies recognize and support a continuing planning program, only very limited results can be expected from the preparation of comprehensive city plans. The inevitable results are pretty pictures which are occasionally admired and viewed with pride but which have no effect upon the development of the community. The idea of planning as an easy solution to city development problems is an illusion. Unless and until planning becomes an integral part of local government, any over-all general plan cannot be effective.

Professional planning advice is essential to the successful operation of existing programs and those which may be developed in the future. The Committee believes that advice and assistance are needed in three stages of the development of local planning programs:

1. Promotion - When the chamber of commerce or some other local group becomes interested in local planning as a means of developing a better city or county. Information is needed on the general techniques and procedures of planning, on the benefits, and on the costs.

2. Organization - At this stage the community has decided that it may wish to develop a planning program. The city council or county legislative body is interested and wishes to know how to proceed. Some specific help will be needed to prepare local ordinances and in some cases to assist in the preparation of enabling legislation. Technical help will be needed in developing with the chief executive and the governing body the method by which the planning program would be fitted into the present administrative organization of the city or county, what budget will be needed, and how the planning agency would be staffed. This is a technical job and needs careful handling and sound advice.

3. Operation - After the necessary ordinances have been adopted and the local planning agency set up, there is need for continuing, competent staff work to carry the program forward.

The following table has been prepared by the Committee to indicate the existing sources of technical planning assistance available at each stage for each of the 14 southern states. The Committee calls particular attention to sources of technical assistance at the operational stage of a planning program. Believing

SOURCES OF TECHNICAL PLANNING ASSISTANCE

PROMOTIONAL STAGE

Source	Ala.	Ark	Fla	Ga	Ky	La	Md	Miss	NC	Okla	SC	Tenn	Tex	Va
State Plan. & Dev.Ag.	X				X	X						X		X
Universities	X	X	X	X		X		X	X	X		X	X	X
League of Municipalities	X				X				X			X		X
ASPO	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Power & Other Ind. Gps.	X	X	X	X	X	X	X		X	X		X		X
Federal Agencies[1]	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Private Consultants	X	X	X	X	X	X	X	X	X	X	X	X	X	X
City & County Pl.Staffs	X	X	X	X	X	X	X		X	X	X	X	X	X
Citizens Plan. Assn.			X				X							X
Regional Plan. Agencies				X			X							X
ORGANIZATIONAL STAGE[2]														
State Plan & Dev Ag.	X				X	X						X		X
Universities	X	X	X	X				X	X	X			X	
League of Municipalities					X				X					X
ASPO														
Power & other Ind. Gps.														
Federal Agencies[1]	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Private Consultants	X	X	X	X	X	X	X	X	X	X	X	X	X	X
City & County Pl.Staffs	X	X	X	X	X	X	X		X	X	X	X	X	X
Citizens Plan. Assn.			X				X							
Regional Plan. Agencies				X			X							
OPERATIONAL STAGE[2]														
State Plan. & Dev. Ag.	X				X	X						X		X
Universities		X								X				
League of Municipalities														
ASPO														
Power & Other Ind. Gps.														
Federal Agencies														
Private Consultants	X	X	X	X	X	X	X	X	X	X	X	X	X	X
City & County Pl. Staffs														
Citizens Plan. Assn.			X											
Regional Plan. Agencies				X										

1 In areas affected by certain federal programs and facilities, for example, near national parks, the National Park Service; Tennessee Valley, TVA; Defense Areas, HHFA; Savannah River Area, AEC Community Affairs Branch.

2 Competent and trained personnel required at this stage.

the basic need for successful planning programs in terms of technical advice and assistance is for continuing staff work, the table lists only those sources of technical help which are available to communities on a continuing basis. The Committee believes that if this basic need is met there are a great many sources of technical help for particular aspects of the planning program. These would include universities, state agencies such as the highway departments, and federal agencies. Viewing the problem in this manner, the table suggests that there are, in the South as a whole, a number of sources of technical help available to cities, towns, and counties for the promotion and organization of a local planning program but that there are only limited sources of technical assistance available for the operation of the planning program itself.

In meeting this crucial problem the Committee was of the opinion that those cities with a population in excess of 25,000 could probably finance their own planning staff. This is the desirable procedure. Wherever possible the city and county in which the city is located should join together in a single planning program with a single planning staff. Many of the county problems can only be solved through collaboration with the city and, conversely, many of the city problems can only be solved through collaboration with the county. The joint planning program and staff can help to solve such problems.

The Committee considered that the major problem is the over 1100 small cities which may not be able to finance a full-time planning staff but in which there is an urgent need for active planning programs. Many of these towns which are now small will grow into cities within the next 20 to 30 years. Unless active planning programs are started now and some way is found by which such communities will have access to competent technical help, cities in the South will have missed their greatest opportunity.

For this reason there is an urgent need in each of the states for a responsible agency where at least information on the organization and techniques of local planning will be available. Wherever possible programs of local planning assistance should be established in the states. Because of the dynamic nature of urban growth in the South and the importance of area development as contrasted to the development of individual towns, state planning programs are urgently needed. If states assume this responsibility there could develop in the South at least a thousand active local planning programs in the next 10 years. This will greatly increase the demand for trained planning personnel.

The Committee suggests that when cities or counties use professional planning services from whatever source, they be used through a responsible local planning agency.

The Committee also suggests that cities, in seeking professional planning advice for the operational phase of their planning programs, recognize that planning must be a continuing function of local government and that the professional advice from whatever source should meet two basic needs:

1. Assistance in the development of basic plans and policies to guide city growth
2. Assistance in the application of these plans and policies in day-to-day decision making.

III

Recommendations

Recommendation No. 1

The Committee recommends that the Regional Committee on City Planning propose to the governors of the 14 southern states through the Southern Regional Education Board that all states which do not now have agencies with broad programs of state planning and development including local planning assistance take the initiative

as a matter of public policy to create such agencies.[1]

The Committee bases this recommendation on the fact that many of the problems of urbanization in the South are area planning problems extending over several jurisdictions. The state is the logical agency to accept this responsibility to work in the field of area planning, not in the sense of doing the planning itself but in helping to bring together the jurisdictions affected and in providing technical help to the local planning agencies.

With such a program the state could take leadership in establishing patterns of cooperation between municipal and county governments and between these jurisdictions and the state, thereby filling the vacuum which exists between local government and federal agencies.

State action in this field is also needed to provide technical assistance and advice to the small southern cities which may not be financially able to support a permanent full-time staff. There are over 1100 cities in the South with populations between 2500 and 25,000. This is a special problem in the South because 90 per cent of all its cities are in this category. Furthermore they represent a third of all cities of this class in the nation.

Recommendation No. 2

The Committee recommends that a program be initiated by the Regional Committee on City Planning to develop an understanding of the need for competent advice and assistance on the part of those public and private agencies whose interests are closely related to urban planning and whose activities make them particularly able to contribute to the advancement of urban planning. Such agencies include leagues of municipalities and counties, universities, and private industrial

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1 The Committee on Citizen Participation in City Planning made an almost identical recommendation. Since its sense is included in the above recommendation, it has been omitted from the report of that Committee.

and commercial agencies working in the developmental field.

The Committee makes this recommendation because many of these agencies and groups may not be familiar with the contribution which urban planning makes to the solution of urban problems. Many of them do not realize the contribution which they can make toward establishing planning on a sound basis in southern communities. Many may not be familiar with modern planning techniques and procedures.

To implement this recommendation the Regional Committee on City Planning may wish to develop materials for the use of these groups in providing sound advice on the organization of local planning. The Committee may wish to work with the Southern Association of State Planning and Development Agencies' Committee on Uniform Manuals which has been preparing planning materials for distribution to southern communities.

The Committee might also, as part of its program, request the help of these agencies by a number of means such as direct contact at their annual meetings, invitations to attend the institutes, etc.

Recommendation No. 3

The Committee recommends that research be undertaken or case material collected on sample budgets needed for planning programs in cities of various sizes. The resulting material would be particularly useful to cities considering planning programs.

CHAPTER VI

BASIC RESEARCH PRIORITIES IN SOUTHERN CITY PLANNING

COMMITTEE ON BASIC RESEARCH PRIORITIES IN SOUTHERN CITY PLANNING

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REPORT

Purpose

The Committee on Basic Research Priorities in Southern City Planning was set up to achieve the following purpose:

> "To attempt to single out and evaluate those urban development problems most urgently needing the spotlight of critical analysis".

In the outline of the Committee's purpose drawn up before the Congress, it was further stated that the Committee would "try to define each problem in terms of reasonable research possibilities". It was also stated that the Committee would "set forth means by which a research program for each problem might be set into motion and the results made known".

In tackling these assignments at the Congress, the Committee recognized that there would not be time at the meeting to develop suggestions on how a specific research program might be set up. The Committee felt therefore that it should spend its limited time probing as deeply as possible into the region's underlying trends and the problems created by these trends and setting forth the subjectson which basic research for city planning was most urgently needed.

In its two days of joint deliberations, the Committee concentrated upon identifying research needs in terms of the rapidly changing physical and cultural pattern of the South. The Committee's membership was representative of different areas and approaches within the region and the discussions were lively and at the same time geared to fundamental questions.

I

Findings

The Committee faced the overwhelmingly important fact that the Southern region is in the midst of unprecedented changes in its urban living patterns. These changes are radically affecting the problems which planning is set up to help solve. They are so fundamental and fast-moving that serious questions are raised as to the adequacy of traditional planning concepts and approaches to cope with them.

Within the span of several decades the Southern region has experienced an urbanization movement comparable to that which took more than a century to come about elsewhere in the nation. This shift to urban areas has taken place at a time of unprecedented personal mobility, when the population is literally "on wheels." The result is that the urban population has been "exploding" into outlying sections away from the central city and the urban areas are taking on a brand new look.

The impact of these shifts upon the theory and practice of city planning in the South is profound. New land-use patterns are developing literally overnight. Highly complex problems of providing services, guides, and controls are multiplying at an astonishing rate. Along with the rapid increase in problems, there emerges a new promise of unparalleled urban beauty and efficiency. To keep pace with and overtake the problems and to realize at least a small part of the promise is the new challenge to city planning in the region.

The basic needs of research are to dig out the facts which are essential for an understanding of the changes that are taking place and to evaluate their meaning to planners. Today, research needs may be clearly distinguished from the needs of twenty or thirty years ago, when planners were virtually "in the dark" about

the problems they faced and when the need was for more light to be thrown upon these problems. Today there is not darkness, but almost too much light - the glare of fast-moving events that blinds planners to their full significance. The ultimate purpose of today's research is to provide an understanding of what is happening so that the tools which the planner is already using to handle his assignments may be realistically reshaped.

Recognizing the fundamental nature of the trends which are taking place in the Southern region, the Committee adopted the following definition of "basic research":

> Basic research is research directed toward an understanding of the underlying forces and trends in urban development and toward the translation of this understanding into planning concepts, premises and approaches.

The Committee recognized that it had to concentrate upon the underlying forces and trends at the Roanoke meeting, rather than upon the planning concepts. It was necessary to take first things first and there was no time to move beyond first things at the meeting. However, the Committee did find time after evaluating the underlying trends to list the major planning concepts that would most likely need re-examination in light of existing patterns and problems.

The Committee's work resulted in a listing of the areas of basic research considered to deserve highest priority for immediate attention. This list is set forth later. The Committee raised and tried to answer the following three questions:

1. Is Southern research for planning likely to develop results of interest and importance primarily to the South or are these results likely to have universal applicability?

2. Should the necessary basic research be done by planners or by members of diverse disciplines, including planning?

3. Should the necessary research be done primarily in the institutions which are parties to the Southern Regional

Education Compact, or more broadly by appropriate institutions generally throughout the region, including the compact schools?

The Committee considered that the first question was more or less irrelevant to the job at hand. The immediate task was to get an understanding of the underlying forces and trends at work in the region; subsequently, in light of this understanding, an evaluation could be made of the concepts and approaches embraced by southern planners facing day-to-day problems. The Committee felt that if this subsequent evaluation of the southern planning concepts could hold definite meaning to areas outside of the South, it would be good; however, no attempts should be made to consider whether universal applicability did or did not obtain. The aim of basic research considered at Roanoke should be to help southern planners better meet southern problems. The task of identifying the southern situation with the situation of the non-South was left to others who might later feel an interest in exploring the subject further.

The second question was regarded as extremely relevant. In considering the underlying trends of the region, the Committee quickly found that the basic research would have to be done by persons from many different disciplines within the social sciences. It was clear that the research to be done by planners themselves would constitute a relatively minor part of the total that was needed. No real understanding of the different trends is possible without the analytical and interpretive collaboration of experts from many fields. Research programs designed to get "answers" most helpful to southern city planners must recognize this fact and not be limited to the planning field itself or to only one or two closely related fields.

With respect to the third question, it was also clear to the Committee that no adequate research program for southern city planning could be undertaken if limited only to the three institutions which are parties to the Southern

Regional Educational Compact. The Committee noted that this was generally recognized in the following statement included in the proposed cooperative program set forth by the Southern Regional Education Board on October 22, 1952 (and revised in July 1953):

> "A jointly conducted research program can utilize the particular facilities and competencies of each of the three institutions, and enlist the aid of collaborating agencies and institutions."

Although this statement does recognize the necessity of enlisting the aid of "collaborating agencies and institutions," the Committee felt that the statement in itself was too limited in its scope and might be re-phrased to emphasize the absolute necessity of inter-institutional collaboration on a much wider basis than within the framework of the Compact itself. Instead of "enlisting" the aid of other organizations, a competent research program would literally have to be built upon their cooperation. The recognition of this fact implies also recognition of the tremendous scope of the research program that is needed and the necessity of preserving the interdependence of the various disciplines and of the various institutions and agencies involved.

II

Committee Conclusions

Research priorities

As already indicated, the Committee believes that the highest immediate priority should be given to research projects aimed at an understanding of underlying trends and forces rather than at planning concepts and techniques. It recognizes that the latter type of research must be undertaken as soon as possible, but can be undertaken only in light of the results of the research in trends and forces.

Below are listed the areas of basic research in forces and trends which the Committee considered deserving of the highest priority for immediate attention.

Of high immediate priority:

1. Studies of Population Shifts and Mobility

   The "revolution" that is taking place in the physical pattern of the South is only beginning to be understood, not only by planners but also by other groups affected by the basic shifts which are underway. The rural-urban and urban-suburban movements within the region are causing a situation of intense fluidity. Major problems which haunted city planners in other areas two or three decades ago are being virtually by-passed in the South (for example, the extremely high densities of central cities). The new patterns of physical land use and culture must be clearly understood if the problems are to be met and the potentialities realized. Studies need to be made of the:

   a. Shifting patterns of population distribution (rural to urban, central city to suburban, etc.).

   b. Changing population composition in urban areas (age, sex and race).

   c. Increased family mobility (within and between cities and areas).

2. Studies of Major Changes in Economic Patterns and Activities

   The South is also undergoing an "economic revolution" in addition to the profound changes in population (of course, the two trends are integral parts of same basic forces). New plants are moving to the region and new industries are springing up to utilize both natural and human resources that are at hand. Both the out-migration and the internal shift of population, coupled with increased economic activity, are resulting in higher income per capita and per family. The occupational patterns of income distribution are getting closer to the national averages. Studies are already underway on some of the problems (the work of the Southeastern Economic Research Conference is a case in point) but a great deal of work needs to be done. Further studies should be made of the:

   a. Shifting sources of individual income.

   b. Major geographical patterns of income payments.

   c. Changing distribution of population by occupational groups.

d. Shifting structure of public finance (revenue base and yield, expenditures and debts, relations of federal, state and local tax systems).

3. Studies of Technological and Locational Patterns of Industry

Thousands of new industrial plants are being located throughout the region and their location is a major factor in physical planning. In some instances, the location marks the beginning of new towns and communities. In other instances, the location is primarily significant because of its relation to existing near-by land-uses. Technological developments in plant design have made possible new locational patterns which the South is in a position to take advantage of during its period of growth. Study should be made of the:

a. Shifting patterns in the location of new industrial sites.

b. Characteristics of new industrial operations (physical and labor patterns, creation and control of nuisances, etc.).

c. Relation to new industrial locations and community resources.

d. Factors of attraction and interdependence of industrial plants.

e. Industrial location and defense dispersal.

4. Analysis of New Patterns of Circulation of People and Goods

Circulation becomes the major problem in the region's new urban areas which are spreading out so rapidly in all directions. It is already obvious that Southern cities and metropolitan areas cannot accommodate effectively the increase in motor vehicular traffic wishing to utilize street surfaces and parking space. These areas face complete traffic stagnation and a denial of the great promise of the future unless problems of circulation can be solved. They might be solved by studies of the:

a. Optimum transportation systems and methods in expanding urban centers.

b. Desire patterns of urban traffic generation and direction.

c. Relation of traffic financing, land values and taxation.

d. Shifts in technological patterns of air, rail, and truck circulation.

5. Studies of Forces Working Toward Changes in the Condition of Urban Environment

Although southern cities have avoided many of the major problems of over-concentration in the central city, basic forces are at work and are progressively blighting both property and neighborhood values. The outward dispersal of population, while decreasing blight in some areas, increases the spread of blight in others. The fluidity in new land-use development itself can result in bad as well as good patterns. In some ways, southern cities are making the same mistakes that cities elsewhere made a half century ago but with less reason. Research needs to be done on the:

a. Differences in the condition of the physical structure of parts of urban communities.

b. Effects of industrialization, circulation, dispersal, population mobility, and commercial decentralization upon blight, slums, and deterioration of property and community.

c. Effects of blight on people, government costs, and social development.

6. Studies of Emerging New Patterns of Urban Life

The pressures of urbanization in the South are creating a variety of changes in the attitudes and habits of city people - as individuals, families, and groups. The individual has a host of "desire patterns", both hidden and apparent, needing identification. There are a variety of "habit patterns", developed around the daily, weekly and seasonal needs of the family (for example, neighboring, shopping, and recreation). There are also distinct "action patterns" of informal and formal groups in the community calling for recognition. More needs to be known about these changing patterns and the relation between them and physical land-use patterns in the future. In particular, the following need to be known: the

a. Trends in family habits and desire patterns calling for adaptation of planning methods and programs.

b. Changes in physical land-use patterns (new design patterns and new locational relations of land uses).

Of lesser priority but urgently needed

1. Studies of Natural Resources and their Use, Control and Depletion

The totality of resources constitutes a vital part of the economic fabric of the South. Either directly or indirectly

the total resources available to an area are involved at each stage of its development. Effective planning must provide for the efficient use of all resources and for the balanced development of resources on an area rather than an individual municipal basis. Research has already gone forward in this field by state and local agencies and by the Southeastern Public Administration Council. It needs to tackle now the:

a. Location and description of renewable and non-renewable reserves of land, forests, minerals, water, and other resources.

b. Administrative patterns to promote the balanced development of physical resources on an area basis.

c. Administrative patterns to safeguard and control resources within the region.

2. Studies of Planning in Government

Although the mechanisms and techniques of planning fall within the scope of "applied" research rather than "basic" research, there are underlying trends in the development of the planning function that need study as a part of a "basic research" approach. Population and economic shifts are reflected in attitudes (both inside and outside of local government) which in turn create a favorable or unfavorable climate in which planning can function. Similarly, these basic trends have sparked the development of new governmental patterns into which planning must be organizationally tied. The following research problems in particular need attention:

a. Trends in the organization of planning in local government.

b. Patterns of administration for carrying out planning within local government.

c. Inter-government problems resulting from differences between local areas of "geographical unity" and local areas of "political unity".

3. Studies of Community Power Structure in Urban Areas

The success or failure of planning is often determined by the attitude of the "invisible government," which is made up of democratic leadership groups within the community which determine the conditions under which action programs are accepted and go forward. Within the South, there has always been a predominantly "rural" flavor to

the urban leadership and a homogeneity of urban population that has been distinctly different from the heterogeneity of cities in the non-South. The recent increased shift in population from rural to urban areas has increased the pattern of "rural" leadership in the South's urban centers. The implications of this phenomenon are of profound importance to city planning and much more needs to be known about it. Work needs to be done on the:

a. Identification of psychological patterns in the community that affect planning.

b. Identification of new and changing patterns of urban leadership control.

c. Identification of special interest groups in the planning process.

Planning concepts

There are a number of planning concepts which have formed the framework in which planners have undertaken their work. Many of these concepts were developed during the '20's and '30's when the conditions and circumstances were vastly different from those of today. It is also true that most of the basic concepts which govern the thinking and action of planners were developed in terms of city problems in the non-South.

The Committee strongly suspects that a re-evaluation of these concepts as they have significance to the southern planner today might show that many are unrealistic and ill-adapted to the situation faced by planners in the region. However, these concepts cannot be re-evaluated except in terms of an understanding of the underlying trends which have brought about conditions sharply different from those in which the concepts were originally born. Consequently, the Committee recognizes that basic research in the field of planning concepts must await completion of at least some of the analysis and interpretation of underlying trends that have already been proposed.

Some question might be raised as to whether research in planning concepts is "basic" in the same sense as research in underlying forces and trends is "basic".

It will be recalled that the Committee's definition of "basic research" included the "translation of this understanding /of underlying forces and trends/ into planning concepts, premises and approaches." The Committee made a sharp distinction between "basic" as defined in this way and "applied" research,which might be posed as the other main approach that can be made. "Applied research" is taken to cover research in the techniques and mechanisms of planning - - the "how" and "when" rather than the "why" and "what". The Committee felt that its assignment at the Congress definitely did not include an evaluation of the "how" and "when" techniques.

The Committee felt that it might be helpful to list a number of the most commonly held planning concepts, a subsequent analysis of which is badly needed as part of the basic research program. Among the concepts particularly suggested for re-evaluation, either immediately or upon the completion of the pertinent basic research in underlying forces and trends, are the following:

1. Optimum size city.
2. Optimum population density.
3. The neighborhood unit (immediate research into model towns that are already in existence).
4. Optimum land-use patterns.
5. Optimum distribution of land for different purposes.
6. Standard methods of land-use guides and control (zoning, subdivision control, and master plan).
7. Autonomous departmental organizations in local government for planning, development, and control (building department, inspection department, zoning department, etc.).
8. Metropolitanism
9. Limitation of land-use in the name of efficiency.
10. Right to the free use of public streets and rights-of-way.
11. Assumed permanence of existing social institutions.
12. Standardization in housing.

III

Recommendations

As already indicated, the Committee feels that drastic changes are taking place in the physical pattern of the South. It feels that it has been able only to scratch the surface of this subject during the Roanoke Congress. A great deal of thinking must be done, even in the preliminary identification of the areas in which basic research is most needed.

In general, therefore, the Committee's recommendations are not "final" ones in the sense that any substantive conclusions were reached at the Congress. What is indicated is immediate follow-up action to make certain that the research facilities in the region are mobilized as rapidly as possible to undertake the jobs which are ahead.

The Committee's specific recommendations to the Congress are as follows:

Recommendation No. 1

That the Congress approve the transmittal of the above list of studies in underlying forces and trends to the Regional Committee on City Planning for use as described below.

Recommendation No. 2

That the Congress recommend to the Regional Committee on City Planning that it establish a continuing clearinghouse committee widely representative of regional professional organizations and disciplines whose functions would be:

a. to circulate information on basic research needs in southern city planning to all concerned agencies and institutions throughout the region, beginning with the list of projects set forth above and to which further priorities and items might be added;

b. to assemble information on research projects completed, in process, or contemplated in said institutions and helping to meet the city planning research needs set forth above; and

c. as a general purpose to stimulate among institutions and agencies within the region continuous research projects needed for city planning.

Resolution No. 3

That the Congress recommend to the Regional Committee on City Planning that it conduct further work conferences of planners and persons directly involved in or interested in planning: (a) to carry on a continuous re-examination of planning concepts, premises and approaches; and (b) to translate additional research findings and underlying trends in the region into new and more adequate planning concepts, premises and approaches, as required.

Footnote on Recommendations

With respect to the recommendations that a continuing clearinghouse committee be established by the Regional Committee on City Planning, it might be noted that the recommendation is that the membership of this committee should be broadly representative of "regional professional organizations and disciplines." It is important to avoid a representation based upon institutions and agencies, so far as possible, and to rely more upon professional organizations and disciplines. Institutional representation can easily result in difficulties arising from the autonomous nature of the institutions involved. It is almost impossible to get representation on the "vertical" basis without slighting one or more institutions. On the other hand, the use of the "horizontal" professional organizations guarantees a reasonably adequate representation of institutions and obviates any feelings on the part of specific institutions that they might have been overlooked.

The Committee would also like to emphasize again the importance of collaboration of all the disciplines in the social sciences in the basic research needed for southern city planning. The sooner the different disciplines are brought into consideration of planning problems on the research level, the better it will be for the disciplines and planning research itself. It is significant that a great part of the basic research proposed by this Committee will obviously have to be undertaken by persons other than planners themselves.

The Committee would also like to suggest that the clearinghouse committee which might be set up by the Regional Committee on City Planning be given only a catalytic function. There are any number of excellent research programs already under way in the South which have an autonomy of their own. The new clearinghouse committee should in no way interpose itself between these existing research programs and possible sources of funds, nor should it be put in a position of trying to direct the nature of the autonomous research programs or the emphasis of their work. At the same time, the clearinghouse committee can be in a position to promote in a positive way an even greater collaboration among the various agencies and to suggest the areas most needing additional attention.

The Committee does not believe that there would necessarily be any direct connection between the clearinghouse committee and the further work conferences of planners which it is proposed the Regional Committee on City Planning might undertake in the future. The clearinghouse committee is to be a catalytic agency broadly representative of various social science disciplines in the region. On the other hand, the work conferences of planners would be more concerned with the problems of the planning research itself. At the same time, it is recognized that the results of the clearinghouse committee in promoting basic research will have a direct bearing upon the effectiveness of the work conference.

CHAPTER VII

CIVIC EDUCATION IN CITY PLANNING

COMMITTEE ON CIVIC EDUCATION IN CITY PLANNING

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REPORT

Purpose

The purpose of the Committee on Civic Education in City Planning was to reach agreement on the nature of the problems involved in its field of interest and to formulate a positive program of action, with recommended means of accomplishment, for the progressive improvement of civic education in city planning.

I

Findings

City planning has always been faced with a lack of understanding and active interest on the part of citizens. Documentation is hardly needed to demonstrate that the majority of them are completely unaware of its function as a means of improving community living. Now, however, when the communities of the South are changing so rapidly, there is a new urgency for civic education in city planning. As the rate of urbanization has accelerated, so has the complexity of municipal and urban problems. Suburbs grow untended, and rural communities face new calls for facilities and services that hitherto were regarded as the amenities of city life. If the growing number of problems attendant upon urbanization are to be met in a satisfactory manner, the self governing people of the cities and their suburban fringes must become aware of city planning as a function of government and as a means to better living, so that their support and understanding can be relied on.

II

Committee Conclusions

The Committee on Civic Education in City Planning concluded that four groups present the best opportunities and bear the greatest responsibility for carrying

out civic education programs in city planning. Those groups are:

1. official bodies, such as planning commissions, boards of zoning adjustment, etc.

2. educational institutions at all levels

3. civic groups, clubs and youth organizations

4. professional planners

Such official bodies as planning commissions and boards of zoning adjustment can provide leadership in civic education in city planning by:

1. seeking the cooperation of the communications agencies in the community in the timely publicizing of particular planning events, new phases of the planning program, and announcements of general interest concerning its implementation.

2. inviting representatives of various civic groups to attend board sessions to become better acquainted with the planning program in general (many civic groups have "Civic Affairs" or "City Planning" Committees). Representatives of specific groups might be invited when a topic in which they have manifested an interest is under discussion.

3. making contact with professional societies in the community. Since members of planning commissions, etc., are likely to be members of one or more of these societies, this should be quite easy to accomplish. It will present a potent opportunity for educating a high echelon of leadership in the community.

4. calling on members of professional societies for aid in solving specific problems; e.g., lawyers re planning legislation, engineers re major thoroughfares, realtors re zoning, and health and welfare people re substandard housing. Enlisting their help should arouse their interest in the planning program and thus prepare the ground for their activity in civic education.

5. holding effective public hearings. If the members of a planning commission or board of zoning adjustment are thoroughly informed on the issues at hand, and are thus able to help the planning technicians carry the ball, public hearings may be made educational experiences. The feasibility of holding public hearings on important programs, such as zoning, on a neighborhood basis, should be investigated, if the size of the city permits such decentralization.

6. sponsoring publication of popularized pamphlet summaries of lengthy technical reports for wide local distribution. A series of single sheet throw-aways on various phases of the planning program might be undertaken also.

The field of public education affords many opportunities for promoting civic understanding of city planning. The findings of the 1948 and 1951 surveys of the activities of planning agencies in connection with the public schools were reviewed. Preparation of a questionnaire designed to bring these surveys up to date was discussed. It was agreed that a bibliography of planning publications suitable for school use should be prepared and given wide distribution. The following propositions as to the place of city planning in the curriculum were studied:

1. City planning instruction as a suitable phase of existing school subject patterns.
2. City planning instruction as it might serve as a foundation for a core curriculum around which many subjects are grouped.
3. City planning instruction as a means of teaching citizenship and community living.

The Committee recognizes that there are a number of problems involved in carrying out civic education in city planning through educational institutions. There is an acute need for workshops on city planning to give teachers a foundation for working with a subject so new and different. There is a pronounced scarcity of suitable materials. A way must be found of making information from technical reports on local planning programs usable for classroom purposes. There are difficulties to be overcome in getting students out of the classroom and into the community. The aid and interest of local officials and resource people must be enlisted. It is hard to lead students to learn for themselves by studying their community. Situations must be created in which students and teachers may learn together. Since the best kind of community study cannot be given in textbook capsules, this situation calls for additional teaching skill.

Civic groups, clubs and youth organizations whose area of interest and purpose relate to city planning also have a role to play in civic education in city planning. They might be encouraged to invite qualified persons to fill the role of guest speaker. Suburban and rural groups with such pressing problems as

roadside beautification, zoning and fringe area development might be especially amenable to such speakers. The Committee recognizes the difficulty of making technical material understandable to a non-technical audience and suggests the use of films, slides, maps, charts, etc., as one way around it.

The professional planner himself is all important in developing a civic education program. Much of the responsibility for leadership will be his. He is in the best position to know what publications, films, exhibits, and the like are available. He is best acquainted with data on local planning problems. He will be likely to know about successful civic education activities elsewhere in the nation. The planner can be the idea man, stimulating others to act. His participation is essential.

The Committee believes that each of the following media can be appropriately used by the above groups in carrying out a civic education program:

1. Press.

   It is particularly important to develop a continuing working relationship with the press. Many phases of a planning program are good copy, especially if care is taken to provide illustrative material to accompany the news story. Properly timed, news releases can be very helpful. There is considerable value to a Sunday feature or magazine supplement type article on the overall planning program in a community.

2. Radio and Television.

   Although there is a problem in finding or adapting visual materials for use on television, radio and television programs are of demonstrable value in giving a community general information about civic affairs and specific material on current planning issues. Programs utilizing city officials, commission members, members of civic groups, school students, etc., whether the panel or the interview type, offer promise to a civic education program in city planning.

3. Films.

   Films are an excellent means of reaching the public. The Committee voiced the need for a film on city planning, suitable for the southern region. It would be desirable for such a film to explain city planning and to give examples of good planning and the lack of it. It should be designed to lend itself to follow-up with specific material on

particular local planning programs. Such a film could be used by civic groups, school and college groups, television producers, at public hearings, etc. An exploration should be made of ways in which such a film could be planned, produced and financed.

4. Other.

The possibilities for developing exhibits, slides, film strips and publications suitable for regional distribution should be considered at some future session. The Committee was not able to devote sufficient time to the study of these media of education.

III

Recommendations

After considering the areas for action in a civic education program in city planning, the Committee on Civic Education reached the decision that the most important area for immediate consideration was the development of materials and methods for working with the schools. The area of instruction presenting the most promising immediate possibilities appeared to be kindergarten through twelfth grade. The first three recommendations are directed to this end.

Recommendation No. 1

That the Regional Committee on City Planning consider the sponsorship of a workshop for teachers to be held in the summer of 1954. The purpose of this workshop is to provide stimulation and articulation between professional planners and teachers, leading to a common basis on which materials and methods might be evolved.

Recommendation No. 2

That the Regional Committee on City Planning consider the development of such instructional materials as an annotated bibliography, prepared units of instruction, and listings of resources, persons and agencies to assist teachers in bringing planning into the curriculum. The development of these materials should lay

stress on quality rather than on quantity. All listings should be thoroughly annotated as to their suitability in terms of subject matter fields, level of education and the type of community to which the materials would be applicable.

Recommendation No. 3

That the Regional Committee on City Planning consider the preparation and/or selection of a packet of materials for the use of teachers, designed to introduce them to the field of planning and to its possibilities as a means of improving the community. This should provide a stimulus to the imaginative and enterprising teacher to incorporate this means of community improvement as a part of his instructional program.

The above recommendations reflect the present need for a working relationship between school and planning programs when both profess the same goal of community improvement; the dearth of usable materials, which have been judged by accepted criteria of age level, subject fields, and adaptability to the southern region; and the unusual problems encountered in the teaching of community planning and the special skills required. Ways of implementing these first three recommendations are numerous. The Committee decided that the principle of working through already established agencies, institutions, and programs, such as state departments and colleges of education, pre-school workshops, and post-school planning conferences, committees of national and state education associations, etc., should be observed in selecting courses of action.

Recommendation No. 4

That visual aids, suited to citizen and school groups, be strengthened, thereby serving to introduce and motivate interest in the field of city planning. The lack of audio-visual aids suited to the size and nature of ccmmunities that characterize this region, and the lack of materials treating the special problems of southern communities, such as recent trends in growth and industrialization, account for this recommendation. The Committee proposes that this recommendation

be implemented by the establishment of a regional committee charged with the study of the subject matter, resources for production, and financing of such audio-visual aids.

Recommendation No. 5

That the Regional Committee on City Planning study the development of methods for incorporating the study of city planning as a part of the curriculum at the undergraduate level of instruction in institutions of higher education throughout the region. Since a large segment of our civic leadership comes from the college trained citizens of southern communities, it is important that a teaching program be developed at this level, separate and distinct from the undergraduate training of the professional planner. This recommendation might be implemented by the development of a bibliography of materials suitable for instruction at this level, including materials on planning in general and materials designed to relate planning to specific subject matter fields such as history, geography, sociology, and fine arts. Working relations with college teachers' organizations, such as the American Studies Group, the geographers, the urban sociologists, might also be established.

Recommendation No. 6

That the Regional Committee on City Planning give further study to ways of utilizing the principal media for public information -- press, radio, and television - in civic education. The Committee feels that there is need for more technical assistance to planners on the use of these channels of communication, since they are tremendously important as means of information, formulation of opinion, and stimulus to action. The Committee recommends that the Regional Committee on City Planning study means of establishing better working relationships between planning agencies and press, radio and television agencies.

CHAPTER VIII

A PLANNING PERIODICAL

COMMITTEE ON A PLANNING PERIODICAL

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REPORT

Purpose

The core concern of the Committee on a Planning Periodical was to find ways of improving the communication of planning ideas and experiences, through the medium of publications, among: (1) professional planners, including planning commission staff members, related technicians working for agencies having planning responsibilities, and planning educators; (2) members of planning commissions; (3) governmental officials responsible for applying plans or planning decisions, including mayors and other local executives, municipal councils and other local legislatures, and administrators of major governmental services and departments; and (4) community leaders having an impact upon planning decisions. The Committee on a Planning Periodical did not concern itself with planning publications directed toward the general public.

I

Findings

A Committee questionnaire answered by half the Congress delegates elicited the following facts: of sixty-three professional and semi-professional periodicals listed by the delegates, those most frequently read or regularly consulted were the Journal of the American Institute of Planners, the News Letter of the American Society of Planning Officials, the American City Magazine, the Town Planning Review (British), Planning and Civic Comment, Land Economics, Architectural Forum, Landscape Architecture, the Community Planning Review and the Journal of Housing. Other publications read ranged from the broadly-based social science publications to the technical publications in fields related to planning.

On the question of whether a new planning periodical is desirable, about fifty per cent of the respondents felt it was, twenty-five per cent were flatly opposed to the idea, and twenty-five per cent were undecided. The reasons listed by those opposed ranged from the feeling that existing journals should be strengthened by contributions from the South to the danger that a southern journal might have a parochial character. Those favoring a new periodical were by no means agreed upon its character or its form.

The Committee also consulted the editors of fifteen planning journals in the United States and abroad. Ten editors replied, and five provided considerably detailed information for the Committee's purpose. These editors represent journals mainly directed toward and subscribed to by members of professional organizations in whose names the journals are published. Most of the editors stressed the precarious financial base of their publications and they emphasized the necessity of obtaining a subsidy of one kind or another. In the case of the Town Planning Review, for example, the publishers are now conducting a campaign in this country for financial contributions that would permit the journal to continue publication during the ensuing year.

One of the most interesting and frequent comments in the responses of the editors was to the effect that practically no fresh planning material is contributed to their journals from the South. At the same time, the editors warned the Committee about the difficulty, and possibly the unlikelihood, of securing enough publishable material to justify a new planning periodical.

Two new regional periodicals have been proposed recently for the South. One, the News Letter of the Southeast Chapter, American Institute of Planners, is designed primarily for the southern members of this organization. The other, the Municipal South, which the Clark-Smith Publishing Company is contemplating, will deal with municipal government in general, but will possibly give substantial attention to planning news.

II

Committee Conclusions

The Committee on a Planning Periodical does not believe the evidence justifies the establishment of a new planning periodical in the South. It does not feel, however, that existing publications in and out of the planning field meet all the requirements of persons concerned with planning in the region. Even the two regional periodicals recently proposed do not offer that promise.

III

Recommendations

On the basis of the data presented above and after further deliberation, the Committee recommends that an editorial office be established by the Regional Committee on City Planning to carry out the following functions:

1. To stimulate and solicit articles by southern planners or about southern planning and to channel these articles into existing regional, national and international publications, both professional and popular.

2. To explore the possibilities of a planning digest summarizing articles appearing in publications not read generally by planners but bearing upon the planning field.

3. To publish material for planning commission members, other public officials making planning decisions, and community leaders having an impact upon planning, with the object of stimulating planning programs and raising planning standards. The exact content, format and frequency of such publication or periodical should be determined after further study and experience by the editorial office.

CHAPTER IX

CITY PLANNING PROBLEMS OF THE CENTRAL CITY AND SUBURBAN FRINGE

COMMITTEE ON CITY PLANNING PROBLEMS OF THE CENTRAL CITY AND SUBURBAN FRINGE

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REPORT

Purpose

The Committee on City Planning Problems of the Central City and Suburban Fringe was concerned with the most critical city planning problem faced by southern cities today, the changing character and function of central areas and the unprecedented development of outlying sections. It attempted to recommend policies and procedures for overcoming that problem and to suggest the research and experimentation which is still needed as a basis for formulating further policies and procedures to solve it.

I

Findings

The major objective of city planning is the improvement of the physical and cultural milieu constituting the urban complex. This improvement may be viewed as threefold in nature:

1. Making the city a good place in which to live;
2. Providing an efficient place for business activities;
3. Furnishing facilities for pleasant recreation.

It is the task of city planning to see that this objective is achieved by the most efficient and economical means commensurate with the principles of sound governmental practices. A further timely objective is the reduction of the potentialities of bomb damage, saving of life, and strengthening resistance to further attack in the event of future wars involving this country.[1] These highly

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1. A supplementary statement on this objective was prepared by Mr. Tracy Augur, a member of the Committee on City Planning Problems of the Central City and Suburban Fringe, and an outstanding expert in the field of urban vulnerability. That statement immediately follows the report of the Committee.

desirable goals of urban betterment can be achieved by the judicious employment of city planning as a tool rather than an end in itself.

With these thoughts in mind, the Committee made a preliminary identification of a number of city planning problems of the central city and suburban fringe. Further analysis of these problems indicated their relative importance and the fact that greater emphasis could be given to the most critical problems by arranging them in five somewhat generalized groups.

The problems initially identified are summarized below, without any attempt to place them in logical groupings or in the order of relative importance:

1. Expressways versus utilization of existing street pattern.
    a. need for and location of expressways
    b. consideration to mass transit in developing expressways
    c. relationship to central city and off-street parking facilities
    d. financing limitations
    e. border and access control
2. Railroad rerouting and terminal consolidation.
3. Relationship between off-street parking and building bulk in central areas.
    a. parking facilities on fringe of central areas and relationship to public transit.
4. Evaluating and determining areas for demolition, rehabilitation, and conservation.
5. Reduction of cost and time delays in urban redevelopment.
    a. can cost be reduced by code enforcement or by some method of forced amortization of structures?
6. What are desirable density standards for rebuilding central areas and developing outlying sections, and how can they best be enforced?
7. Is there an optimum size city, and if so how can growth beyond this point be prevented?

8. Industrial development.

    a. when and under what circumstances is it desirable?
    b. how should it be related to other land uses, the labor pool, and transportation?

9. How, and to what extent, should city planning policies and procedures be adjusted in recognition of the atomic age?

10. How can suburban land development best be controlled and reservations of land for public use be assured?

11. Shopping centers.

    a. relation to markets
    b. design standards
    c. problems resulting from granting franchises to some owners and denying them to others.

12. How can city planning become more effective in capital improvement budgeting, and how can capital improvement budgeting become more effective in civic improvement?

13. Decentralization.

    a. sociological and economic motivation
    b. attempts to influence decentralization

14. Metropolitan government.

    a. annexation
    b. the central city's policy on utilities for fringe areas. Inadequacy of inter-departmental and inter-governmental coordination in planning, etc.

15. Smoke and nuisance abatement as related to industrial control and planning.

16. Location of airports in relation to central city and land-use controls of adjacent land.

17. Economic deterioration of central areas.

18. Lack of long-range advance planning.

Careful examination of these problems and their further implications, particularly toward the end of identifying those problems which are currently most critical, resulted in five major classifications which the balanced judgment of the Committee considered most important for the attention of responsible southern leadership in the immediate future. These problem areas are:

1. Changing urban pattern
2. Restricted mobility of people and goods
3. Obsolescence and deterioration of older central areas
4. Development of the suburban fringe
5. Administrative implementation.

II

Committee Conclusions

1. Problems resulting from the changing pattern of southern cities and associated trends of decentralization, expansion, and urbanization are basic and underlie all other critical city planning problems in the South today.

The South, long a predominantly rural area, is now being urbanized at a rapid rate. At the same time, the traditional structure of its cities is undergoing fundamental changes in response to new technological developments and living habits. These two forces are producing great expansions in urban development, often in forms that create difficult and unnecessary problems of government, public services, economic stability, and national security. This expansion is likely to continue for an indefinite period, probably at an accelerating rate, leading to an intensification of these problems unless improved measures of guidance are speedily developed and adopted.

2. Post-war growth in the number of automobiles has caused an over-crowding of streets and parking facilities which has resulted in a loss of man-hours, increased cost of vehicle operation, and the depreciation of downtown taxable values. Parking facilities and truck unloading zones have not increased in proportion to the rise in motor vehicle use. Competition with an ever-increasing number of automobiles for passengers and street space, together with the frequent failure of city officials to recognize the importance of mass transportation,

has resulted in relatively fewer transit riders and thus a lessening of the ability of mass transit to help solve the traffic problem.

3. Aging central areas of slums, blight, obsolete structures, and mixed uses are evidence of cities' inability to adjust to present day needs. These uneconomic areas have saddled cities with land-use patterns that choke development. The function of these areas has changed, but not the structures or the land-use pattern. Obsolete land-use patterns and structures are utilized for activities for which they are unsuited, and the outmoded street patterns serve as bottlenecks to traffic.

Many of these areas occupy desirable building sites, but the cost of the land and structures, the inability on the part of a potential purchaser to change the environment or land pattern, and the accessibility of urban fringe sites at lower cost without these adverse factors are effective deterrents to the rebuilding of these areas.

Such areas are an economic drain upon the city. They still require municipal servicing but provide little municipal revenue.

Some of the structures in such areas, though partially obsolete, are in an adaptable land-use pattern and can be utilized through the rehabilitation process. Others are so structurally unsound and/or are in such an unadaptable land pattern, that their continued use is a liability to the city's welfare.

4. There exists a critical land-use problem in the suburban fringe of growing and expanding southern cities. Where land-use is unplanned and uncontrolled, the land is frequently being used and developed for residential, commercial, and industrial purposes in a manner which is inharmonious and economically burdensome to whatever governmental jurisdiction is obliged to serve the area. The haphazard development of residential land results in problems and deficiencies

relating to schools, public utilities, and other municipal services. Shopping facilities are being built in conflict with residential land-use and located along highways and at principal intersections so as to interfere with the efficient and safe use of those facilities. Industry seeking cheaper land and larger sites is too frequently being objectionably intermixed with residential developments, with serious effect on residential amenities, traffic facilities, and capacity of utilities.

Fringe development is a natural result of urban growth and expansion. Such development can be healthy and desirable if properly directed.

5. In many localities there is an evident lack of adequate coordination in planning between the various elements which comprise the physical plant of the community. This situation may result from a poor organizational form or administration of local planning or from the failure of the planning agency to establish sufficient stature and prestige in local government.

Another serious problem in this category is the frequent failure of communities to realize maximum benefit from such funds as become available from time to time for capital public improvements. This may often be attributed to failure to relate the expenditure of such funds to sound city planning.

The rapid expansion of southern cities has created the further problem of metropolitan area planning, as cities often find their urban areas extending beyond their corporate boundaries. Since the planning authority of a city usually does not extend beyond its corporate limits, nor permit it to plan in adjacent municipalities, it frequently happens that planning in areas outside the city limits is not coordinated with the central city's plan or that there is no planning at all in such areas. There is no mechanism in most metropolitan areas to assure comprehensive planning for the metropolitan or regional areas as a whole.

III

Recommendations

Recommendation No. 1

It is urgent that procedures be developed and adopted for assuring careful planning and control of urban development both within existing corporate limits of cities and in outside areas that are becoming, or are likely to become, urbanized.

Recommendation No. 2

Research should be instituted to determine at the earliest practicable date:

a. the most effective and economical pattern of urbanization for the South as a whole and for individual states, taking into account the proper servicing of the entire area with urban activities, the proper geographic distribution of economic opportunity, the proper balance of agriculture with other forms of gainful occupation, and the avoidance of conditions tending to invite enemy attack.

b. the upper and lower limits of size for individual cities to insure proper functioning of the local economy and the provision of satisfactory living and working conditions for the citizens.

c. the most effective and desirable developmental pattern for large urban areas to insure the optimum combination of sound living and working conditions and reasonable security from enemy attack.

Recommendation No. 3

Research should also be initiated to determine the exact nature of and the motivations for current trends in urban expansion in the South and the extent to which they contribute to the objectives determined as desirable in the preceding research project.

Recommendation No. 4

As soon as any of the research listed in Recommendation No. 2 produces significant and useful findings they should be disseminated to all groups engaged in

city planning or development and steps taken to secure their adoption.

Recommendation No. 5

Pending completion of needed research, all possible steps should be taken to avoid the accentuation of existing urban concentrations that are especially vulnerable to attack and the creation of new concentrations falling in that category. To that end, location of new industrial plants should be favored in small cities or otherwise removed a safe distance from urban centers that are now classified or seem likely to become classified as potential targets, and densities of new urban development should be held below levels that would create profitable targets.

Recommendation No. 6

Planners, and others concerned with improving the traffic situation, should recognize that the efficient and speedy movement of people and goods is essential to the over-all prosperity and growth of urban areas. This aim can be accomplished by recognizing that:

a. It is the movement of people and goods, not merely the movement of vehicles, that is important. Mass transit not only utilizes street space more efficiently than automobiles, but also requires no downtown parking facilities, and therefore its use should be encouraged.

b. Streets are primarily intended for the movement of vehicles and people, and not for vehicle storage. Parking should thus be prohibited on streets where it interferes with the orderly movement of vehicles.

c. Expressways are important to the speedy movement of automobiles, trucks and busses, but must be accompanied by adequate downtown off-street parking and unloading facilities.

d. Bulk and use zoning controls, combined with off-street parking and unloading facilities, are important tools for insuring that the demand of the central business district does not exceed the capacity of the transportation routes and vehicles to serve it.

Recommendation No. 7

There must be a careful study of aging central areas to determine their proper function, their proper land use pattern, their proper density. The city must develop a plan for a positive program for treating those areas. This program should include:

a. ways and means of clearing and rebuilding of those areas where the land pattern is unadaptable, the structural condition is beyond repair, and/or the land use is in conflict with current and probable future needs.

b. ways and means of rehabilitating those areas where the land use pattern can be changed to meet present and future needs, where the structures are subject to repair, and where continuation of the existing land use is in accord with the city's master plan.

c. conservation of structures and neighborhoods in areas where there is evidence of deterioration beginning so that these areas will not sink to conditions requiring more drastic treatment.

d. low rent housing for those families with incomes so low that they are forced to live in substandard structures.

Recommendation No. 8

To secure healthy and desirable fringe development, the following are recommended:

a. a positive plan for residential development implemented by the provision of municipal services and controls,

b. planned centers for shopping services and places of assembly, provided with off-street parking, accessible to various modes of transportation, and avoiding conflict with major traffic movement,

c. adequate land areas planned and protected for use by compatible industries, properly related to transportation, utilities, and labor supply.

Recommendation No. 9

Planning should be coordinated as thoroughly as possible between the official planning body and the action and operating departments of local government, such as schools, parks, public works, etc., and planning agencies should endeavor to gain the respect and confidence of their communities and local legislative bodies.

Recommendation No. 10

Capital improvement budgeting should be a responsibility of community planning, and funds should not be expended for capital improvements until after receipt of reports from local planning agencies.

Recommendation No. 11

Effective mechanisms for planning and land development control on a metropolitan or regional basis should be developed in every such area as quickly as possible, regardless of political boundaries. Solutions, which cannot be standardized for all localities, may include annexation, metropolitan or regional planning commissions, or the delegation of certain local governmental functions to metropolitan or regional governmental agencies.

Supplementary Statement to the Report of the
Committee on
City Planning Problems of the Central City and Suburban Fringe

by Tracy B. Augur
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The urban metropolis is rapidly becoming the dominant factor in the life of the South, as it has previously become in the industrial Northeast, the Midwest and the Pacific Coast. Over 60 per cent of the South's entire growth during the 1940 - 1950 decade took place in its larger metropolitan areas.

The emphasis on big city growth would present problems of city and state planning serious enough in ordinary times. But these are not ordinary times. We live in an age of peril such as the United States has never before experienced, and in that age the increasingly dominant position of the South's big cities is an ominous source of danger both to the South and to the Nation of which it is a part.

The outstanding fact of this age is that the more highly a nation's economic and political life is concentrated in big cities, the more easily that nation can be destroyed by an aggressor armed with modern weapons.

One need examine only a few simple statistics to realize that in those terms this country is extremely vulnerable. Forty per cent of its population and over fifty per cent of those employed in manufacturing are concentrated in just 40 metropolitan areas. Twelve of those areas are in the South.

All ordinary planning problems of city and suburb pale before the primary one of reducing this high degree of concentration in big cities. As that problem is solved, many of the others will disappear through gradual reduction of the congestion of human activity that is their chief cause. Unless that problem is solved, all other problems that beset the modern metropolis may be dissolved

in the blast and fire of nuclear explosions.

Each problem of central city and suburban fringe takes on a different aspect when viewed in that light. For example, the problem of city traffic becomes not one of filtering increasing numbers of people and vehicles through ever more congested business and residential areas, but of devising networks of fast arteries that will enable clusters of highly dispersed small cities to perform the economic, social and cultural functions of the modern metropolis.

Before detailed solutions to metropolitan problems can be examined fruitfully, it is necessary to devise basic patterns of urban life that deny to modern aggressors the kinds of targets that would need to cripple or destroy this country. When such patterns are set as goals, then measures of detailed city planning and land use control can be fitted to them, but until that is done detailed solutions are apt to be misdirected and, hence, wasteful of energy and resources.

CHAPTER X

PLANNING LEGISLATION AND ADMINSTRATION

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REPORT

Purpose

The Committee on Planning Legislation and Administration regarded as its field of inquiry the entire range of planning legislation, the administration of planning programs under this legislation, and the impact of existing patterns of governmental structure upon both planning legislation and administration. It sought to identify those places at which positive action could be undertaken to correct defects in these fields (either on a state or regional basis), the forms such action might take, and matters concerning which further research is necessary before any action program can be initiated.

I

Findings

The Committee believes that the importance to any planning program of adequate legislative authority and of effective administration in all its phases is beyond question. As a starting point in its deliberations, the Committee made an examination of the existing planning legislation in the South. The data resulting from that examination is tabulated in Table I, at the conclusion of the Committee report. A glance at the table makes it obvious that planning enabling legislation in the southern states can only be described as being "spotty." In many instances, local governmental units of a particular state lack even the basic powers considered essential to any successful planning program. In other cases the planning legislation is generally inclusive, but experience in these cases has indicated that certain provisions should be modified so as to be made more effective.

The Committee studied the record of the adoption of uniform state laws by southern states and found that there has not been great enthusiasm for that approach. The record of uniform laws enacted by the southern states follows the Committee report as Table 2.

II

Committee Conclusions

The Committee considered ways and means of encouraging each of the southern states to adopt a basic set of planning laws. It decided that the most effective measure which could be undertaken on a regional basis would be the drafting of a new "model" act which could be copied, with necessary modifications, by the different states. While recognizing that existing model laws, such as the Standard City Planning Enabling Act and those acts prepared by Bettman and Bassett, represent an outstanding contribution to the city planning movement, the Committee believes that they should be subjected to reexamination in the light of the operating experience, new techniques, and court decisions of the past twenty years.

The Committee decided that at least one agency in each state should gather and make available information concerning planning laws, ordinances, court decisions and effective administrative practices. Such agencies are not present in every southern state today. The Committee believes that an organization similar to the Florida Planning and Zoning Association is an effective medium for disseminating such information. The Committee considered the desirability of establishing such a service agency on a regional basis, but it concluded that aside from such activities as those carried on by the Southern Association of State Planning and Development Agencies, there is no necessity for such an agency between the level of the states and the national planning service agencies.

The Committee concluded that a certain amount of research into the possibilities of interstate cooperation in handling regional problems encountered in planning, problems arising from defective governmental structure, the possibility of consolidating the several types of property controls now in existence, and procedures followed in administering planning controls needed to be done. It considered also the possibility of research into comparative advantages and disadvantages of various types of administrative organization and procedures. It concluded, however, that there are so many variables affecting the types of organization and procedures used that such research would not be fruitful.

III

Recommendations

Recommendation No. 1

That a new "model" planning enabling act for local governments in the southern states be drafted.

The Committee suggests that the drafting of this act be undertaken by an agency in the South, with particular attention to southern conditions and needs. The Committee considered the possibility of asking a national agency, such as the American Society of Planning Officials, American Institute of Planners, or the Commission on Uniform State Laws, to prepare such an act. While it feels that a nationwide act would not differ widely from one prepared solely for southern states, it believes that the time consumed would not be adequately repaid in the product.

The Committee recommends that there be wide discussion of the contents of the proposed act by planners, lawyers, city and county officials, and other interested persons from each of the 14 southern states before its adoption in final form. However, it suggests that a time limit of one year be set for delivery

of the final product.

The Committee recommends that the following features be kept in mind in the drafting of this act:

1. It should be simple.

   The Committee feels that most existing planning legislation is unnecessarily verbose and that it goes into more detail than is desirable or necessary. In view of the increasing acceptance of planning by the courts, it is believed that a greatly simplified act would now be upheld.

2. It should be permissive, rather than mandatory.

   The Committee believes that local governmental units should have broad discretion as to the powers which they wish to exercise. While recognizing that mandatory provisions in some state legislation (e.g., Massachusetts, California) have resulted in establishment of planning agencies by a higher percentage of local governments, the Committee feels that better over-all results will be attained when a community is given its choice as to whether or not it wishes a planning program.

3. It should consist of a single, consolidated act, rather than a set of acts.

   Members of the Committee reported that the practice of spreading planning powers over a variety of acts scattered through the statute books has led to unnecessary confusion on the part of citizens and officials attempting to operate a coordinated planning program.

4. It should include the grant of authority to extablish a planning agency and make expenditures for planning, to enact zoning controls, including airport zoning, to regulate subdivisions, to adopt an official map, and to prepare capital expenditures budgets.

   The Committee agreed at the outset that the model act should include only those powers which are basic to any planning program. After due consideration of the various types of legislation which have been denoted from time to time as "planning legislation", the Committee decided that the above powers fall within this category of "basic" legislation. It recommends that the drafting agency consider expanding the scope of the usual authority for establishment of an official map so as to permit protection of sites for future parks and other public facilities as well as future streets.

5. It should grant such authority to municipalities, counties, and such regional planning agencies as local governmental units may establish by agreement among themselves.

The Committee recognizes that the greatest need for planning controls in the South at present is in the "fringe areas" surrounding city and town limits. The Committee believes that the utmost flexibility should be given to local governmental units in their efforts to deal with this problem. It believes that, generally speaking, better results will be attained through "grass roots" coordination by these units than by a solution imposed either by legislation or by a state agency.

6. It should give local governments discretion as to what type of administrative organization for planning they will use.

   In its examination of existing state legislation, the Committee noted that virtually all of the state-wide acts require establishment of a planning board or planning commission before a local governmental unit can undertake a planning program. While recognizing the merits of such boards, the Committee feels that they are not always essential to the success of a planning program. Consequently, it recommends that the model act be flexible in this respect.

7. It should make provision for interim measures to handle emergency situations but should otherwise require that a planning agency be established and that planning activity take place before planning controls become effective.

   The Committee recognizes that in many instances planning controls are imposed to meet immediately threatening situations. While it believes that such controls should be available for quick use when necessary, it believes that in the ordinary situation an adequate factual basis should be laid before any regulations are imposed upon the use of private property. It believes that such a basis is unlikely in the absence of a thorough planning program.

8. It might include provisions allowing a state agency to exercise temporary controls in particular areas to meet emergency growth situations where local governments have not yet acted.

   In recent years the South has seen a number of instances in which rapid, unguided development has taken place while local governmental units were financially or administratively unable to cope with the situation. Although the Committee feels that as a general rule planning activity under this act should be carried on by local governments, it recognizes that it might be wise to authorize state agencies to take emergency action of limited duration where such situations arise.

The Committee recommends further that the model act be made available to interested persons and organizations in each state, as a guide for new legislation.

The Committee has considered various techniques of presenting legislation to state legislatures, including the possibility of submitting the act to the Southern Governors' Conference for the purpose of securing support. It believes that such legislation is more apt to be adopted if it is requested by local governmental units, rather than imposed from above. Consequently, the Committee believes that this matter should be left in the hands of interested persons and organizations in each of the various states, with no attempt on a region-wide basis to "push" the legislation.

As a general rule, the Committee believes that the best approach to the state legislature is through the cooperative efforts of state Leagues of Municipalities, Associations of County Commissioners, and statewide planning organizations.

The Committee recognizes that in some situations enactment of this legislation will be feasible only on a "special act" basis for one or a few governmental units. Consequently, the act should be made available not only to statewide organizations but also to any other agencies which might assist specific communities with their problems.

Recommendation No. 2

That the formation of statewide planning associations in each state be encouraged, as a means of dissemination of information concerning planning laws, ordinances, court decisions, and effective administrative practices.

Recommendation No. 3

That research be undertaken concerning the following matters:

1. Problems and procedures involved in securing interstate cooperation in handling regional problems, such as the development in the vicinity of the Savannah River projects.

2. Problems resulting from defective governmental structure and means of solving them (annexation, extraterritorial jurisdiction, city-county consolidation, special districts, etc.).

3. Means of consolidating at the local level the various types of property controls which are presently scattered through a variety of regulations.

4. Compilation of procedures which are followed in administering planning controls, for the benefit of local citizens.

TABLE 1

SELECTED PLANNING LEGISLATION IN THE SOUTHERN STATES[1]

Type of Law	Ala	Ark	Fla	Ga	Ky	La	Md	Miss	NC	Okla	SC	Tenn	Tex	Va
Planning Enabling Acts														
City	*	*		*	*	*	*		*	*	x	*		*
Community												*		
County	x	*		x	x	*	*		*	x	x			*
Regional	*			x	*		x		*	x	x	*		*
State	*	*	*	*	*	*	*		*	*	*	*		*
Zoning Enabling Acts														
City	*	*	*	*	*	*	*	*	*	*	*	*	*	*
County	x	x	x	x			*		x	x	x	*		*
Regional							x				x			
Subdivision Control Acts														
City	*	*		*	*	*	*	*	*	*	x	*	*	*
County	x	*				*	*			x	x		*	*
Regional							x				x	*		
State	*	*	*	*		*	*	*	*	x				
Mapped Streets Acts														
City	*	*			*	x	*		x	x	x		*	
County	x						*		x	x				
Limited Access Streets	*		*		*	*	*						*	*
Housing Authorities	*	*	*	*	*	*	*	*	*		*	*	*	*
Urban Redevelopment	*	*	*#	*#	*	*	x		*		*	*		*
Minimum Housing Stds.					*	*			*		*	*		
Airport Zoning	*	*		*	*	*	*	*	*	*	*	*	*	

[1] Citations for the planning legislation now operative in the fourteen states are given in succeeding pages.

Legend

* General Law

x Special act applying to one or a few governmental subdivisions

\# Act held unconstitutional

SELECTED PLANNING LEGISLATION IN THE SOUTHERN STATES

Alabama (citations are to Code of Alabama, 1940, as amended)

Planning Boards or Commissions
- City: Tit. 37, ss. 786-797 (any municipality)
- County: Tit. 62, ss. 330(204)-330(213) (over 400,000 pop.)
- Regional: Tit. 37, ss. 809-814
- State: Tit. 55, ss. 373(1)-373(6)

Zoning
- City: Tit. 37, ss. 9, 772-785, 796 (any municipality); Tit. 62, s. 594 (Montgomery & Mobile), ss. 710-720 (Birmingham)
- County: Tit. 62, ss. 330(230)-330(242) (over 400,000 pop.), s. 330(243) (county over 300,000 may zone unzoned cities within its boundaries)

Subdivision Regulation
- City: Tit. 37, ss. 797-803 (any municipality & 5 miles beyond)
- County: Tit. 37, s. 797; Tit. 62, ss. 330(204), 330(214)-330(220) (over 400,000 pop.)
- State: Tit. 56, ss. 12-25

Mapped Streets
- City: Tit. 37, ss. 804-808 (any municipality)
- County: Tit. 62, ss. 330(221)-330(229) (over 400,000 pop.)

Limited Access Streets & Highways
- Tit. 36, ss. 1(15), 58(11), 58(12)

Housing Authorities
- Tit. 25, ss. 1-95

Urban Redevelopment
- Tit. 25, ss. 96-104

Airport Zoning
- Tit. 4, s. 33

Other
- Industrial Development Boards: Tit. 37, ss. 815-830

Arkansas (citations are to Arkansas Statutes Annotated, 1947, as amended)

Planning Boards or Commissions
- City: Tit. 19, ss. 19-2811 to 19-2819 (over 1,750 pop. & 5 miles beyond)
- County: Tit. 17, ss. 17-1101 to 17-1106 (any county)
- State: Tit. 9, ss. 9-301 to 9-305 (Arkansas Resources Development Comm.)

Zoning
- City: Tit. 19, ss. 19-2804 to 19-2810 (any municipality)
- County: Acts, 1952, c._____ (over 150,000 pop.)

Arkansas (cont.)

Subdivision Regulation
City: Tit. 19, s. 19-2816 (any municipality & 5 miles beyond)
County: Tit. 17, s. 17-1106 (any county)
State: Tit. 17, ss. 17-1201 to 17-1211; Tit. 19, ss. 19-401 to 19-413

Mapped Streets
City: Tit. 19, ss. 19-2808 to 19-2810, 19-2813(b), 19-2816 (setback lines)

Housing Authorities
Tit. 19, ss. 19-3001 to 19-3074

Urban Redevelopment
Tit. 19, ss. 19-3056 to 19-3063

Airport Zoning
Tit. 74, ss. 74-301 to 74-307

Florida (citations are to Florida Statutes Annotated, as amended)

Planning Boards or Commissions
State: Chapter 420 (Florida State Improvement Commission)

Zoning
City: Chapter 176, ss. 176.01 to 176.24 (any municipality)
County: No general law, but special acts authorize zoning by at least 18 counties.

Subdivision Regulation
State: Chapter 177, ss. 177.01 to 177.15; Chapter 192, s. 192.56

Limited Access Streets & Highways
Chapter 348

Housing Authorities
Chapters 421, 422, 423

Urban Redevelopment
Chapter 421, s. 421.08 (Acts, 1945, c. 23077, as amended by Acts, 1949, c. 26477, and Acts, 1951, c. 27091) /Held unconstitutional in Adams v. Housing Authority, 60 S.2d 63 (1952)/

Georgia (citations are to Georgia Code Annotated, as amended, except where otherwise indicated)

Planning Boards or Commissions
City: Tit. 69, ss. 69-801 to 69-843 (any municipality)
Metropolitan: Laws, 1947, No. 230 (Fulton & DeKalb Counties)
County: Tit. 69, s. 808 (municipal Planning Commission may be designated as County Planning Commission); Laws, 1947, No. 15 (pop. 81,000-82,000)

Georgia (cont.)

Planning Boards or Commissions
Regional: Tit. 69, s. 69-804 (joint city-county commission); Laws, 1949, No. 101 (Warm Springs Memorial Area, Meriwether, Harris, Talbot Counties)
State: Tit. 40, ss. 40-2101 to 40-2120 (Department of Commerce)

Zoning
City: Tit. 69, ss. 69-810 to 69-835, 69-9903 (any municipality)
County: No general law, but a number of special acts for particular counties.

Subdivision Regulation
City: Tit. 69, ss. 69-837 to 69-839 (any municipality)
State: Tit. 24, s. 24-2716

Housing Authorities
Tit. 99, ss. 99-1101 to 99-1173

Urban Redevelopment
Tit. 99, ss. 99-1201a to 99-1215a /Held unconstitutional in Housing Authority v. Johnson, 74 S.E.2d 891 (1953)/

Airport Zoning
Tit. 11, ss. 11-401 to 11-422, 11-9902

Kentucky (citations are to Kentucky Revised Statutes, 1948, as amended)

Planning Boards or Commissions
City: Chapter 100, ss. 100.010 to 100.990 (any municipality over 100,000 & 5 miles beyond, any municipality between 20,000-100,000 & 3 miles beyond, any other municipality); Chapter 147, ss. 147.190 to 147.250 (Frankfort)
County: See above citation for city, for authority for joint city-county Planning Commission for county containing city of over 100,000 population
Regional: Chapter 147, ss. 147.130 to 147.180
State: Chapter 147, ss. 147.260 to 147.310 (Agricultural & Industrial Development Board)

Zoning
City: Chapter 100, ss. 100.066 to 100.086 (over 100,000 pop.), ss. 100.390 to 100.490 (20,000-100,000 pop.), ss. 100.500 to 100.600 (under 20,000), ss. 100.970 to 100.990; Chapter 147, ss. 147.190 to 147.250 (Frankfort)

Subdivision Regulation
City: Chapter 100, ss. 100.010, 100.087 to 100.094 (over 100,000 pop. & 5 miles beyond), ss. 100.360 (20,000-100,000 pop. & 3 miles beyond), ss. 100.720 to 100.780 (under 20,000 pop. & 5 miles beyond), ss. 100.970 to 100.990

Mapped Streets
City: Chapter 100, s. 100.076 (over 100,000), ss. 100,790 to 100.830 (under 20,000 pop.)

Kentucky (cont.)

Limited Access Streets & Highways
Chapter 177, ss. 177.220 to 177.310

Housing Authorities
Chapter 80, ss. 80,010 to 80.610

Urban Redevelopment
Chapter 99, ss. 99.330 to 99.510

Minimim Housing Standards
Chapter 80, ss. 80.620 to 80.720

Airport Zoning
Chapter 183, ss. 183.750 to 183.758

Louisiana (citations are to Louisiana Revised Statutes, 1950, as amended)

Planning Boards or Commissions
City: Tit. 33, ss. 33:101 to 33:119 (any municipality)
County: Tit. 33, ss. 33:101 to 33:119 (Planning Commission), ss. 33:121 to 33:130 (parish Development Board)
State: Tit. 38, s. 38:2 (Department of Public Works)

Zoning
City: Tit. 33, ss. 33:4721 to 33:4732 (any municipality) [See also 1921 Constitution, Art. 14, Sec. 29]

Subdivision Regulation
City: Tit. 33, ss. 33:111 to 33:117 (any municipality)
County: Tit. 33, ss. 33:111 to 33:117 (any parish)
State: Tit. 33, ss. 33:5051 to 33:5054

Mapped Streets
City: Tit. 33, ss. 33:3721 to 33:3728 (over 50,000 pop., building lines)

Limited Access Streets & Highways
Tit. 48, ss. 48:311 to 48:320

Housing Authorities
Tit. 40, ss. 40:38k to 40:539

Urban Redevelopment
Tit. 40, s. 40:481

Minimum Housing Standards
Tit. 40, ss. 40:561 to 40:572

Airport Zoning
Tit. 2, ss. 2:381 to 2:390

Maryland · (citations are to Annotated Code of Maryland, Flack, 1951, as amended)

Planning Boards or Commissions
City: Art. 66B, ss. 10-20, 34-37 (any municipality)
County: Art. 66B, ss. 10-20, 34-37 (any county)
Regional: Laws, 1927, c. 448 as amended (Maryland-Washington Metropolitan District)
State: Art. 88C, ss. 1-8

Zoning
City: Art. 66B, ss. 1-9 (Baltimore & towns over 10,000 pop.), ss. 21-23 (all but Baltimore)
County: Art. 66B, ss. 21-23 (any county). There are also special acts for a number of counties.
Regional: Laws, 1943, c. 992; Laws, 1927, c. 448 (Maryland-Washington Metropolitan District)

Subdivision Regulation
City: Art. 66B, ss. 10, 24-30 (all but Baltimore)
County: Art. 66B, ss. 10, 24-30 (any county)
Regional: Laws, 1927, c. 448; Laws, 1939, c. 714; Laws, 1943, c. 992 (Maryland-Washington Metropolitan District)
State: Art. 17, ss. 71-75

Mapped Streets
City: Art. 66B, ss. 31-33 (all but Baltimore)
County: Art. 66B, ss. 31-33 (any county)

Limited Access Streets & Highways
Art. 89B, ss. 32, 33, 18, 164-170

Housing Authorities
Art. 44A, ss. 1-33; Art. 44B, ss. 1-10

Urban Redevelopment
Md. Const., Art. 11B. Laws, 1945, c. 1012; Laws, 1947, cs. 42, 162, 504; Laws, 1949, c. 217 (Baltimore only)

Airport Zoning
Art. 1A, s. 16

Mississippi (citations are to Mississippi Code, 1942, as amended)

Zoning
City: ss. 3590-3597 (over 1,000 pop.)

Subdivision Regulation
City: s. 3374-123
State: ss. 4278-4283

Housing Authorities
ss. 7295 to 7344-01

Airport Zoning
ss. 7544-01 to 7544-17

North Carolina (citations are to General Statutes, 1943, as amended)

Planning Boards or Commissions
City: G.S. 160-22 to 160-24 (any municipality)
County: G.S. 153-9(40) (any county)
Regional: G.S. 160-22, 153-9(40) (joint planning boards); Sess. Laws, 1947, c. 677 (Winston-Salem/Forsyth County)
State: G.S. 143-171 to 143-177.1

Zoning
City: G.S. 160-172 to 160-181.1 (any municipality)
County: Sess. Laws, 1947, c. 677 (Forsyth); Sess. Laws, 1949, c. 1043 (Durham); Sess. Laws, 1951, c. 1193 (Dare)

Subdivision Regulation
City: G.S. 160-226, 160-227 (any municipality & 1 mile beyond)
State: G. S. 39-28 to 39-32.4, 47-30

Mapped Streets
City: Pvt. Laws, 1927, c. 156 (Durham, Greensboro, Raleigh, Winston-Salem); Sess. Laws, 1947, c. 677, s. 11 (Winston-Salem/Forsyth County)

Housing Authorities
G.S. Chapter 157

Urban Redevelopment
G.S. 160-454 to 160-474

Minimum Housing Standards
G.S. 160-182 to 160-191

Airport Zoning
G.S. 63-29 to 63-37

Oklahoma (citations are to Oklahoma Statutes Annotated, 1951, as amended)

Planning Boards or Commissions
City: Tit. 11, ss. 421-425 (any municipality), ss. 1411-1435 (over 160,000 pop.), ss. 1451-1473 (142,000-204,000 pop.)
County: Tit. 19, ss. 861.1-861.24 (100,000-244,000 pop.), ss. 865.1-865.25 (over 240,000 pop.)
Regional: Tit. 11, ss. 431-437; Laws, 1953, S.B. 353 (Tulsa Metropolitan Area)
State: Tit. 74, ss. 344.9-360.2 (Oklahoma Planning & Resources Board)

Zoning
City: Tit. 11, ss. 401-410 (any municipality)
County: Tit. 19, ss. 861.13-861.24 (100,000-244,000 pop.); ss. 865.3, 865.11-865.21 (over 240,000 pop.)

Subdivision Regulation
City: Tit. 11, ss. 406, 423 (any municipality), ss. 1423-1430 (over 160,000 pop. & 3 miles beyond), ss. 1462-1469 (142,000-204,000 pop. & 5 miles beyond)
County: Tit. 19, s. 861.10 (100,000-244,000 pop.), s. 865.8 (over 240,000 pop.)
State: Tit. 11, ss. 511-532

Mapped Streets
City: Tit. 11, ss. 1431-1435 (over 160,000 pop.), ss. 1470-1473 (142,000-204,000 pop.)
County: Tit. 19, ss. 865.9, 865.10 (over 240,000 pop.), ss. 861.11, 861.12 (100,000-244,000 pop.)

Airport Zoning
Tit. 3, ss. 101-115

South Carolina (citations are to Code of Laws of South Carolina, 1952)

Planning Boards or Commissions
City: ss. 47-1021 to 47-1055 (over 34,000 pop.), ss. 47-1061 to 47-1094 (15,250 to 16,000 pop. at 1940 census), ss. 47-1101 to 47-1113 (Aiken & North Augusta)
County: ss. 14-355 to 14-384 (counties containing city over 70,000 pop.), ss. 14-391 to 14-399.6 (counties with "sudden influx of large numbers of prospective inhabitants")
Regional: s. 14-359 (county containing city over 70,000 pop. plus other county or counties)
State: ss. 9-301 to 9-312

Zoning
City: ss. 47-1001 to 47-1017 (any municipality), s. 47-1048 (over 34,000 pop.), s. 47-1094 (15,250-16,000 pop. & 3 miles beyond), ss. 47-1102 to 47-1106 (Aiken & N. Augusta)
County: ss. 14-352 to 14-354, 14-361 to 14-365, 14-368 to 14-384 (over 70,000 pop.), ss. 14-398 to 14-399.6 (counties with sudden influx of population)
Regional: ss. 14-352 to 14-354, 14-359, 14-361 to 14-365, 14-368 to 14-384

Subdivision Regulation
City: ss. 47-1038 to 47-1055 (over 34,000 pop. & 3 miles beyond), ss. 47-1084 to 47-1094 (15,250-16,000 pop. & 3 miles beyond), s. 47-1329 (35,000 pop. & 5 miles beyond)
County: ss. 14-366, 14-367 (over 70,000 pop.)
Regional: ss. 14-359, 14-366, 14-367

Mapped Streets
City: s. 47-1037 (over 34,000 pop.), s. 47-1093 (15,250-16,000 pop.)

Housing Authorities
ss. 36-1 to 36-307, 36-601 to 36-651

Urban Redevelopment
ss. 36-401 to 36-414

Minimum Housing Standards
ss. 36-501 to 36-511

Airport Zoning
ss. 2-131 to 2-133 (in vicinity of U.S.A.F. base or field)

Tennessee (citations are to Tennessee Code Annotated, Williams, 1934, as amended)

Planning Boards or Commissions
City: ss. 3493.1 to 3493.9 (any municipality)
Community: ss. 552.24a to 552.24e
Regional: ss. 552.14 to 552.24
State: ss. 552.7 to 552.24e

Zoning
City: ss. 3407.1 to 3407.9 (any municipality)
County (regional): ss. 10268.1 to 10268.13

Subdivision Regulation
City: ss. 3407.10 to 3407.19 (any municipality)
Regional: ss. 3493.10 to 3493.20

Housing Authorities
ss. 3647.1 to 3647.41

Urban Redevelopment
ss. 3647.52 to 3647.63

Minimum Housing Standards
ss. 3647.42 to 3647.51

Airport Zoning
ss. 2726.47 to 2726.61

Texas (citations are to Texas Civil Statutes Annotated, Vernon, 1925, as amended, except where otherwise indicated)

Zoning
City: Arts. 1011a to 1011k (any municipality)

Subdivision Regulation
City: Art. 974a (any municipality & 5 miles beyond); Vernon's Ann. Penal Code, Arts. 427b, 1137h
County: Art. 6626

Mapped Streets
City: Art. 1105a (over 15,000 pop., building lines)

Limited Access Streets & Highways
Art. 1085a

Housing Authorities
Arts. 1269k to 12691

Airport Zoning
Arts. 46e-1 to 46e-15

Other
Art. 6812b, ss. 7-9 (county highway planning, counties with 198,000-400,000 pop.)

Virginia (citations are to Code of Virginia, 1950, as amended)

Planning Boards or Commissions
City: ss. 15-899 to 15-914 (any municipality)
County: ss. 15-915 to 15-926.1 (any county)
Regional: ss. 15-891.1 to 891.9; also s. 15-903 (joint municipal planning commissions)
State: ss. 10-118 to 10-126 (Division of Planning & Economic Development)

Zoning
City: ss. 15-819 to 15-843 (any municipality)
County: ss. 15-10, 15-844 to 15-854 (any county), ss. 15-855 to 15-885 (counties meeting certain statutory qualifications), ss. 15-886 to 15-890 (counties adjoining cities over 180,000 pop.)

Subdivision Regulation
City: ss. 15-779 to 15-794.3 (incorporated towns & 2 miles beyond, cities under 100,000 pop. & 3 miles beyond, cities over 100,000 pop. & 5 miles beyond; does not apply to any county adjacent to a county having pop. density of over 1,000 per square mile); ss. 15-796 to 15-806 (cities under 100,000 pop. & 3 miles beyond); ss. 15-807 to 15-818 (towns & 2 miles beyond)
County: ss. 15-779 to 15-794.3 (does not apply to any county adjacent to a county having pop. density of over 1,000 per square mile), ss. 15-795 to 15-795.2 (counties exempted from above)

Limited Access Streets & Highways
ss. 15-7.1, 33-37 to 33-43

Housing Authorities
ss. 36-1 to 36-69

Urban Redevelopment
ss. 36-48 to 36-55

Other
Advisory Council on the Virginia Economy: ss. 10-127 to 10-132

Table II

RECORD OF UNIFORM & MODEL STATE LAWS ENACTED

Law	U.S.	So.	Ala	Ark	Fla	Ga	Ky	La	Md	Miss	NC	Okla	SC	Tenn	Tex	Va
UNIFORM LAWS	1070	254	18	22	18	9	13	21	32	11	22	13	16	26	15	18
Negotiable Instruments (96)	48	14	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Warehouse Receipts (06)	48	14	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Warehouse Receipts Amendments (22)	17	3	x					x			x					
Sales Act (06)	34	5	x	x			x		x					x		
Sales Act Amendments (22)	11	2	x											x		
Bills of Lading (09)	31	6	x	x				x	x		x		x			
Stock Transfer (09)	48	14	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Desertion & Nonsupport (10)	19	4	x							x					x	x
Partnership (14)	32	6		x					x		x		x	x		x
Limited Partnership (16)	35	7		x	x				x		x	x		x		x
Flag Act (17)	17	5						x	x	x				x		x
Fraudulent Conveyances (18)	20	2							x					x		
Proof of Statutes (20)	27	4						x	x					x		x
Foreign Depositions (20)	13															
Declaratory Judgments (22)																
Fiduciaries																
Federal Regis																
P																

Uniform & Model State Laws------2

Law	U.S.	So.	Ala	Ark	Fla	Ga	Ky	La	Md	Miss	MO	Okla	SC	Tenn	Tex	Va
Narcotic Drug (32)	44	14	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Narcotic Drug Amendments (42)	5	1						x								
Trust Receipts (33)	30	5			x				x	x				x		x
Transfer of Dependents (35)	9	1						x								
Vendor & Purchaser Risk (35)	6	0														
Criminal Extradition (36)	36	9	x	x	x	x			x		x	x			x	x
Business Records as Evidence (36)	20	2			x										x	
Judicial Notice of Foreign Laws (36)	26	5			x		x		x				x	x		
Official Reports as Evidence (36)	6	1													x	
Trustee's Accounting (36)	5	0														
Trusts (37)	7	4						x			x	x			x	
Property (38)	1	0														
Unauthorized Insurers (38)	7	4		x				x			x		x			
Common Trust Fund (38)	21	6		x	x					x	x			x	x	
Absentees' Property (39)	3	2							x					x		
Acknowledgment (39)	25	3		x	x				x							
Acknowledgment Amendment (42)	21	2			x				x							
Participation by Secured Creditors (39)	5	0														
Joint Tortfeasors (39)	10	3		x					x	x						
Insurers Liquidation (39)	12	4	x			x			x		x					
Statute of Limitations (39)	0	0														
Pistol (40)	2	0														
Simultaneous Death (40)	39	10	x	x	x		x		x		x		x	x	x	x
Vital Statistics (42)	10	3	x					x						x		

Uniform & Model State Laws——4

Law	U.S.	So.	Ala	Ark	Fla	Ga	Ky	La	Md	Miss	NC	Okla	SC	Tenn	Tex	Va
Estates (38)	0	0														
Execution of Wills (40)	1	1												x		
Power of Sale Mortgage Foreclosure (40)	0	0														
Resale Price Control (40)	0	0														
Administration of Charitable Trusts (44)	2	1							x							
Rule against Perpetuities (44)	2	0														
Act for Appointment of Commissioners (44)	11	5	x	x						x		x			x	
War Service Validation (44)	1	0														
State Administrative Procedures Act (46)	3	0														
Court Administrator (48)	1	0														
Cy-Pres (44)	2	1							x							
Small Estates (51)	0	0														
Anti-Gambling (52)	0	0														
Crime Investigating Commission (52)	0	0														
Department of Justice (52)	0	0														
Perjury (52)	1	0														
Police Council (52)	0	0														
State Witness Immunity (52)	0	0														

CHAPTER XI

CITY PLANNING AND INDUSTRIAL DEVELOPMENT

COMMITTEE ON CITY PLANNING AND INDUSTRIAL DEVELOPMENT

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REPORT

Purpose

The Committee on City Planning and Industrial Development had as its purpose to inquire into the planning considerations involved in a characteristic southern community subject to industrial development, and to devise techniques for ascertaining what the industries seeking to locate in southern communities have a right to expect of those communities and what the communities have a right to expect from the incoming industries.

I

Findings

Planning Commissions throughout the South are making valuable contributions to industrial development and are playing a vital role in the development of this industrial frontier. The coextensive nature of city planning and industrial development needs to be emphasized, however, if sound community development is to result. The rapid industrial growth of the South during the last decade marks the evident need for scientific guidance to assure proper assimilation of industrial development in the interest of a balanced economy and to maintain the best of the traditions of the southern region.

II

Committee Conclusions

1. The Committee believes that a community has the right to expect that industry will accept its responsibility as an outstanding citizen and will take an active part in cultural and civic affairs.

2. The Committee believes that the continuation of industrial growth in the South must be insured so as constantly to improve urban environment in relation to economic and industrial expansion.

III

Recommendations

Recommendation No. 1

The Committee recommends to the Congress that the Regional Committee on City Planning encourage establishment of planning commissions on a municipal, county, and/or regional basis. These commissions must be manned with the most competent lay leadership available. The leadership should be of such caliber that it will engender the acceptance and trust of both incoming and local business and industrial leaders, civic leaders, governing bodies and citizens. It is further recommended that competent personnel be selected to staff these commissions and that they be qualified to guide the commission in the enlistment of cooperation and assistance of advisory committees selected from representatives of community-wide interests.

It is recognized that in order to do an effective job of contributing to a high rate of diversified industrial development in the community the commission should direct and assist its staff in maintaining a close and constant liaison with all appropriate departments of municipal, county and state governments as well as representative civic organizations.

Recommendation No. 2

The Committee recommends that the planning commission assume responsibility for the availability of data essential to industry in determining plant location, and, if necessary, that it stimulate the compilation of such data by the appropriate responsible agencies.

It should be the duty and responsibility of the established commission to review, survey and assure the validity of established information available and/or to stimulate research for adequate information where lacking.

It should be the further responsibility of the Commission to be able to advise where such information can be obtained.

Recommendation No. 3

The Committee recommends that the planning commission recognize, concern itself with and lend encouragement to civic and municipal organizations to establish a program designed to relate and convey to opinion molding groups the economic values of selective industrial expansion.

Since a responsible industry is interested in community attitudes, it becomes an obligation of the planning commission to study and assist the development of these attitudes as an integral part of city planning responsibility.

The planning commission can help to achieve this objective through development of its own public relations program.

Recommendation No. 4

The Committee recommends that the importance of planning to industrial development justifies the rewriting and reproduction of this report or that portion of special interest to business and industrial leaders in a suitable form for distribution to business and industrial leaders throughout the South, and this Committee offers to assume the responsibility for this job.

Recommendation No. 5

The Committee recommends that the Congress on City Planning recommend to the Regional Committee on City Planning action to review and study experiences of 100 corporations of a diversified nature and size that have moved into a

broad cross-section of communities throughout the South in the last decade, to determine the required community facilities and services of these industries. It is further recommended that study and research be made of communities which have acquired new industries to determine how these various communities met or failed to meet these needs of industry for services.

The results of these case studies, when assembled, should be maintained on file by the Regional Committee on City Planning and loaned or furnished upon request. This "library" of vital information would of course be of little value unless its existence, content and availability were made known to those individuals and agencies concerned with city planning.

CHAPTER XII

STUDENT RECRUTIMENT AND UNDERGRADUATE PREPERATION

COMMITTEE ON STUDENT RECRUITMENT AND UNDERGRADUATE PREPARATION

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REPORT

Purpose

The Committee on Student Recruitment and Undergraduate Preparation defined its purpose thus:

1. To explore the ways and means of attracting more well-qualified undergraduate students to graduate professional training in city planning in the South, and

2. To consider how various undergraduate programs can most effectively prepare interested students for such graduate professional training.

In view of the many surveys, reports and commentaries which have been and are now being made with regard to the quality and quantity of graduate education in this field, the Committee did not concern itself with this question, assuming that "no graduate program can be any better than the quality of student attracted to it from the undergraduate college."[1]

I

Findings

The unprecedented rate of urban expansion in the South and the urgent need[2] for the services of competent city planners to guide the growth of existing urban areas and the development of new ones are well known. The American Society of Planning Officials this year reports that there are only one hundred new professionally trained planners to fill two hundred vacancies and new positions. Yet, in the face of this condition, the Committee noted an almost total lack of

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1. John M. Gaus, in a paper presented at a Conference on Education for Regional Planning and Development, University of North Carolina, November, 1950.

2. See Table I immediately following this report for a graphic demonstration of this need.

interest in, or knowledge of, city planning as a professional career on the part of college students, teachers, department heads and deans. This situation is complicated by the fact that there is no consensus in the United States as to what constitutes desirable undergraduate preparation for city planners, or indeed, as to what the basic qualifications for planners should be. In order to provide a background of authoritative opinion on these subjects, the following commentaries were solicited from various qualified sources by the Committee Chairmen and were distributed to the working committee members prior to the Congress.

1. From the director of a metropolitan planning commission:

" I want to emphasize strongly that planning is primarily a discipline involving man's relation to man and is not a profession in which mechanical techniques are of first importance. I do not mean by this that planning is without techniques or that a man can succeed in planning without the proper technical tools. I do mean, however, that the planner's role is preeminently that of understanding other people's points of view, rationalizing conflicts, catalyzing situations, developing programs out of diverse opinions, exciting others to action on the basis of common goals and in general dealing with people and their attitudes. So many planners that we turn out are technically competent and philosophically sterile.

"I would urge strongly that undergraduate training be as nontechnical as possible. I would urge that the best training for subsequent graduate work in planning would be a broad cultural liberal arts training. It should be heavy in those subjects that give a student an appreciation of people and ideas. I would add one more ingredient in the liberal arts training, namely a pretty heavy dose of economics. It has always been appalling to me to find out how little most planners know about simple economic laws.

"My premise here is that the technical tools and the mechanical devices will be given our young planners in graduate school. By this time, the student with the broad cultural undergraduate training will be in a position to know how to use what he has at hand. He will understand both the possibilities and the limitations of planning, and there are plenty of both. The world is full of frustrated planners who are frustrated not because they are incapable of devising very good schemes but because they don't have the slightest idea about how to get those schemes into the consciousness of the people and hence into use."

2. From a lawyer - planner - teacher:

"With regard to the old 'specialist-generalist' controversy, I am inclined to believe that better results will be attained at the undergraduate level through specialization in a particular field, rather than general preparation. It seems to me that perhaps the most important objective of undergraduate education is the building of mental discipline and work habits which will enable the student to plow through to the end of a difficult problem. It is difficult to achieve this objective with a broadly diffused course selection. Furthermore, the experience of securing a thorough knowledge of one field will probably serve as an anchor to which he can tie as he enters the broader graduate level training.

"On the other hand, I think that it would be a mistaken idea to insist that all planning students have the same background. There is no doubt that the planner becomes perforce a 'generalist' at some stage of his career, and he will benefit at that time from having had contact with representatives of a variety of disciplines. By coming into contact with well-trained representatives (i.e., the specialists we have been talking about), the student will probably be better prepared than if he and all his fellows had dabbled in a variety of fields while following a set 'pre-planning' program.

"As to the specific fields from which planning students should be drawn, I have no very strong convictions. It, no doubt, is helpful to the student to have majored in architecture, public administration, civil engineering, sociology, economics, or political science. As a teacher, of course, it would save me time if the student chose at least some of his electives with city planning in mind. For instance, I find that most of my students are very weak in their knowledge of local government (a weakness that is general throughout our society); it would ease my task if they were required to have at least some rudimentary knowledge thereof. But I save even more time by having a class of students with alert, well-trained minds which have been accustomed to digging into a problem and grasping its essentials quickly."

3. From the director of a redevelopment commission:

"It is very difficult to say what undergraduate training is most suitable as a basis for formal education in planning. The practice of planning seems to fall in three categories: research and analysis, design, and administration. While these functions may be performed by separate persons in larger cities, they frequently must be discharged by a single individual in smaller communities.

"Planning requires a mature and comprehensive mind, and I am therefore opposed to undergraduate degrees in planning. My observation indicates that graduate study in planning can be beneficial and productive to persons of varied prior education and experience, and that it is best to hold as the object of graduate training the

supplementing and rounding out of total training and experience. A person trained for planning should have some knowledge and competence in design, municipal engineering, research and analysis, public administration, and law, and his graduate training should be programmed to strengthen the aspects in which he is the weakest."

4. From the director of a social science institute:

"To me, the most important preparation is that the student make a decision by his junior year that he intends to take graduate training in city planning. With so few schools offering a planning curriculum and in view of the apparent lack of interest or knowledge of city planning on the part of the teaching faculty in a large number of our southern universities, there has been little or no opportunity for a student to evidence an interest in planning as a profession. Consequently graduate schools find they must 'retread' a large number of their students who just 'happened' on city planning. However, if the undergraduate student has decided to train for the planning profession, he can select courses during his undergraduate training to give him basic preparation both academically and mentally for graduate training in planning. I do not feel that special preparatory curricula are necessary. Nearly every school has enough courses in its curriculum that will give a satisfactory basic preparation for graduate work in city planning."

The Dean of a College of Engineering reacted to these commentaries as follows:

"It would appear from my observations that the city planners seem anxious to keep their profession a closed one. So long as they do this they will always have difficulty in finding a sufficient supply of trained men to undertake graduate work in that field. To make city planning an open profession, it seems to me that it will be necessary to establish an undergraduate curriculum with broad training that would lead to the advanced work in the graduate field."

II

Committee Conclusions

The Committee agreed to accept the following basic assumptions:

1. The term "city planning" is intended to cover community, regional and city planning.

2. City planning is a professional field that can be trained for.

3. Professional training in city planning should normally be at the graduate level.

4. The graduate training program should draw from the social science as well as from the design science fields.

If they are true, and the growing need for planners in the South, the high mortality rate and the rapid staff turnover in planning offices remain unchanged, there appears to be a real crisis at hand which the individual schools of city planning cannot cope with alone. There is need for concerted action by all agencies concerned, public and private, to attract not only more but also a better caliber of student to the graduate schools already set up and prepared to train them.

Because the field of city planning is relatively new, it is as yet unable to compete on even terms with the well established professional curricula at the graduate level. The breadth of subjects to be covered and the length of time required in training tend to provide handicaps which must be offset.

III

Recommendations

Recommendation No. 1

That the Regional Committee on City Planning establish a permanent coordinating sub-committee on recruitment and undergraduate preparation, such sub-committee to have at least one representative from each of the states supporting the Southern Regional Education Board. The Committee believes that such a sub-committee could most successfully undertake a number of inter-related activities which should be initiated and which will require a period of time to achieve desired results. It is further recommended that, since the graduate professional schools of city planning accept qualified applicants with a bachelor's degree in such subjects as architecture, civil engineering, landscape architecture, sociology, economics, government, geography, and the humanities, and since nearly every college and university in the South has at least some of these courses in its various curricula, the sub-committee, working with professional societies, determine

desirable undergraduate "pre-planning" programs and inventory the courses now available in southern institutions which would fit into such programs, the results to be incorporated in the pamphlet suggested below.

Recommendation No. 2

That the Regional Committee on City Planning prepare, edit and publish an attractive illustrated pamphlet which would set forth the prospects and potentials of a career in city planning as has already been done for forestry, to stimulate interest in city planning careers of potential professional students, those who advise them in planning their undergraduate work, and the general public. This pamphlet should be distributed by the Regional Committee to schools, colleges and universities in the States served by the Southern Regional Education Board. The Regional Committee on City Planning might also give consideration to the use of other visual material such as films and slides by schools and other civic groups to publicize careers in city planning.

Recommendation No. 3

The Committee recommends the establishment of a centrally administered trust fund for fellowships to be awarded to outstanding applicants to graduate planning schools in the region. The acquisition of funds for scholarships and fellowships being of primary importance, the Committee believes that the sub-committee proposed in Recommendation No. 1 might serve as a more effective instrument in securing direct grants for graduate study than the several southern schools in competition with each other. Funds for this purpose might be secured by a systematic campaign from sources such as:

—individual donors
—local as well as national business and industrial firms
—civic groups
—local, state and national agencies interested in obtaining a continuous supply of trained personnel
—philanthropic foundations.

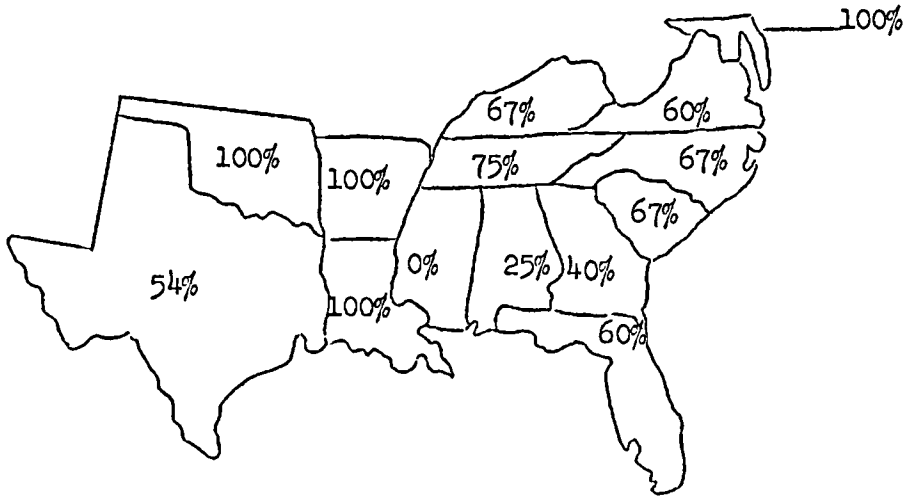
At the same time direct financial aid is being sought, the possibility of setting up undergraduate, on-the-job training programs might be examined by the sub-committee proposed above. This kind of assistance to the student could serve a less obvious but extremely valuable purpose in revealing natural aptitudes and providing a testing ground for fellowship applicants. Furthermore in the opinion of the Committee such on-the-job training, if taken prior to or alternating with college courses, would make the academic work far more meaningful.

A program similar to that being proposed has been in effect for many years at the University of Cincinnati. Both city and regional (county) planning commissions in the area have made effective use on their staffs of students in engineering, architecture and landscape architecture. The work has usually consisted of drafting or assistance in research, but in many cases students have been encouraged to undertake graduate studies in city planning and have continued in that profession. Various other fields of undergraduate specialization pertinent to planning, such as sociology, public administration, and geography, might also be included under this kind of program. A much more generally applicable arrangement for on-the-job training is the use of undergraduate students, as well as graduate students, on planning commission staffs during the summer vacation.

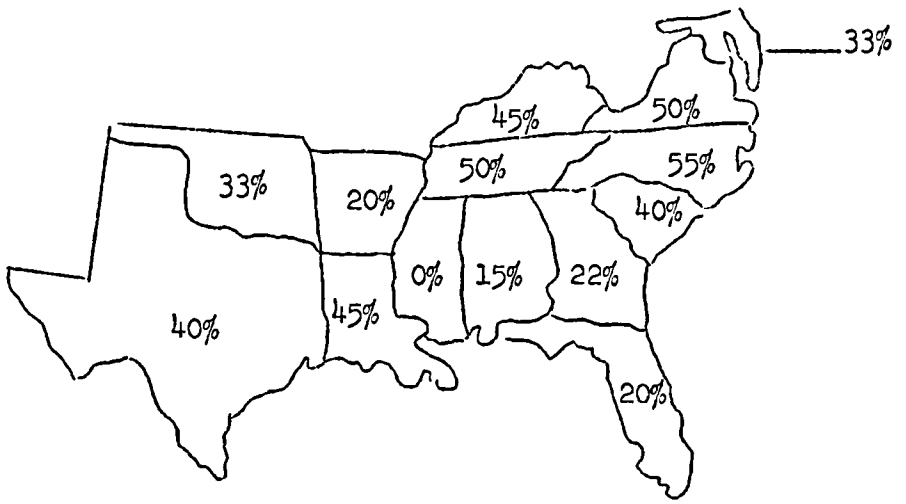
A third method of stimulating interest of undergraduates in city planning through employment would be to utilize them in connection with appropriate planning commission projects — for example, engage them in a land-use survey as a part of a course in urban geography. The Committee believes that direct grants might be easier to obtain for schools showing some imagination and initiative in their own self-help projects.

Table 1

Per Cent of Cities over 50,000 pop. having Planning Staffs



Per Cent of Cities over 25,000 pop. having Planning Staffs



23 Cities over 50,000 pop. without Planning Staffs.
36 Cities over 50,000 pop. with Planning Staffs. 60%

80 Cities over 25,000 pop. without Planning Staffs.
41 Cities over 25,000 pop. with Planning Staffs. 30%

373 Cities in the Southeast have city managers.

CHAPTER XIII

SHORT-COURSE TRAINING IN CITY PLANNING

COMMITTEE ON SHORT COURSE TRAINING IN CITY PLANNING

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REPORT

Purpose

The purpose of the Committee on Short-Course Training in City Planning was to consider how best to meet the need for formal training courses of short duration in the field of city planning. The Committee considered which groups should be reached, who should conduct the training, and what types of training might be undertaken.

I

Findings

There are primarily two groups which should be reached through short-course training in city planning: employees of governmental units concerned with planning functions in the performance of their duties, and members of local planning commissions or boards. Members of professional and civic organizations interested in city development and growth can be oriented in planning more effectively by means other than short-course training. The term "short-course training" includes such devices as institutes, short courses, forums, clinics, and workshops. They are formal in that they are scheduled occasions directed toward a definite objective, whether it be general orientation or specific technical or administrative problems. The duration of such training may be a part of a day or a number of days over an extended period.

II

Committee Conclusions

The Committee believes that, although certain training activities may be conducted on the regional level, the primary responsibility for short-course training should lie with the states. For two specific training activities, however, a regional approach is suggested. The establishment of a method for the exchange of information on short-course methods and content is one such activity. This would assist the institutions and agencies sponsoring short-course training by keeping them informed on the activities and programs being undertaken. Regional meetings could be held for the purpose of discussing course content, problems involved in developing courses, and the techniques and materials used in the short courses.

The second training function that may be performed on a regional level is the sponsorship of short-courses for members of planning staffs and planning administrators who have had little formal training in city planning. The training may be best carried out on a region-wide or group-of-states basis. The Committee suggests that the course last two weeks and have as its primary objective the introduction of the individual to the basic subject matter of city planning. Such a training course would be given in an academic setting with a faculty drawn from the host institution and other institutions and agencies.

Although a varying amount of effort to conduct short-course training of some type goes on in each of the 14 states, the Committee feels that some agency in each of the states should sponsor and develop a continuing program. While an educational institution may be the desirable agency to furnish the impetus for a training program, in many states other organizations of governmental officials and of private citizens have taken an active role. This should be encouraged.

Whatever agency assumes responsibility for short-course training, the program should be expanded into a vital force in community education and development.

The program evolved in each state will no doubt be different, but any comprehensive program should seek to accomplish the following objectives:

1. Specialized training for local employees who require planning training in the performance of their duties.
2. General orientation instruction for all appointive or elective officials in planning responsibilities, principles, and techniques.
3. Specific instruction in planning problems of general interest to local employees and officials.
4. A means of interchanging ideas and experiences for solving planning problems.
5. Provision of each employee or official with text materials to guide him in the daily performance of his duties.

A variety of methods have been used successfully to achieve these objectives. If a conference of agencies engaged in short-course training in the 14-state area is called, as recommended below, the participants might prepare a comprehensive list of courses now being conducted, the subject matter of each course, and an evaluation of the way each type of course has met the above objectives, based on the experience of the states which have employed them. The officials or employees invited to a particular course will depend on the subject matter of the course. The two general types of courses might be outlined as follows:

1. Specialized instruction
    a. In a state-wide school for a period of from one to three or more weeks.
    b. At four or five locations in the state with weekly or bi-weekly meetings over a period of several months.
    c. For interested employees and officials in a particular city with one or more meetings every one or two weeks over a period of several months. (Could be conducted using correspondence materials.)

2. General orientation instruction and instruction in specific planning problems

   a. In state-wide schools for a period of from one to five days.

   b. In a series of meetings in centrally-located cities (to which employees and officials of cities in each area would come) for a period of one or more days.

   c. At a meeting in a particular city for employees and officials of that city.

   d. At periodic conferences or seminars in one or more centrally-located cities for specific groups of officials or employees, such as city planners.

III

Recommendations

Recommendation No. 1

It is recommended that a method be developed by which information on short course training may be interchanged within the 14-state area, in order to encourage the development and expansion of short-course training in city planning. To develop such a method it is recommended that a meeting be called at which representatives of universities, agencies, and organizations which are interested in sponsoring short-course training can meet. This meeting could consider problems involved in developing short-courses, the content of short-courses and the techniques and materials used in them, and the desirability of a regional catalogue on short-courses. The meeting might also consider ways of encouraging institutions and agencies to meet specific needs for training in city planning. It is recommended that this meeting be sponsored by the Regional Committee on City Planning.

Recommendation No. 2

It is recommended that consideration be given the establishment of a training

center or centers in the 14-state area, in order to give members of planning staffs and planning administrators who have had little training in city planning an opportunity for supplemental training. The purpose of the center would be to introduce the individuals to the basic subject matter of city planning in a short course approximately two weeks long. It is further recommended that the Regional Committee on City Planning survey the universities in the various states to determine their interest in establishing such centers and to aid those interested in developing a course of instruction to meet the needs.

COMMITTEE ON CASE MATERIAL IN CITY PLANNING

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REPORT

Purpose

The Committee on Case Materials in City Planning had as its purpose consideration of the needs and utilization of records of planning situations as instructional material for the training and information of planning commission members and staff and interested citizens, and of possible methods of securing competent write-ups and distribution of such material.

I

Findings

Case materials are descriptions of actual planning situations, prepared with a view to giving readers a sense of participation in the planning process. They are especially designed to serve educational needs. For the teacher they make possible an examination of particulars as a supplement to the discussion of general principles. Thus they do not stress generalization or theoretical principles but supply instead a situation in which such principles may be discussed and tested. The material usually takes the form of a detailed narrative account of how a problem in planning developed, how it was identified and classified for action, how and by whom the decisions relating to it were made, and how a solution was worked out and carried into effect. Planning case materials provide opportunity for use of maps, diagrams and other graphic materials prepared in the field. Case materials may cover both matters of policy and planning techniques. They may include examples of both good and poor planning. They provide opportunity to illustrate the normal working out of problems as well as situations in which there are abnormal, or at least unexpected, developments.

Case materials can, to a remarkable degree, give an understanding of the conditions under which planning problems are defined, pertinent data assembled, alternatives considered and decisions reached. Case material can also give an understanding of the consequences of a course of action followed in particular, well-described situations. They may also be used to illustrate the inter-relation of planning problems in a given city and the cumulative effect of planning actions. Case materials can show the breadth of agency and institutional participation in city planning, as well as the inter-disciplinary nature of the field.

Case material is already extensively used in instruction in city planning and by a few planning agencies for purposes of in-service training. On an informal basis case materials are also used for purposes of citizen education and for stimulating general interest in city planning.

II

Conclusions

There is need for more case materials on city planning in the South. Published journals, news letters and other current sources do not provide sufficient material of the type needed. Nor has there been sufficient orderly attention devoted to producing case materials. The development and methods of producing, distributing and promoting the utilization of case materials in city planning has been neglected. The Committee believes that considered attention given to the problem by an organization and staff devoted to that purpose will be successful in securing full and excellent cooperation from practitioners in the field.

The Committee believes the following purposes should be served by such case material:

Instruction in regular university classes and in short courses.

In-service education of practitioners of planning.

CHAPTER XIV

CASE MATERIALS IN CITY PLANNING

Education and information for "laymen" active in the field.

Material for the general public to be used by newspapers and other media of citizen education.

Professional development of the authors of case materials.

The production of case material in city planning must be recognized as an important project. First, city planning itself occupies a rather strategic area in the social science field. It is an area of special interest to students of political science and public administration due to the rapid development of institutions of urban government. The growth of cities and city problems are also of great current interest to sociologists, psychologists, social psychologists, economists and others. The production and distribution of significant case material in the field of city planning could serve very broad interests as well as those professional purposes somewhat more narrowly defined.

The establishment of a going program of production of case material, however small it might be and however inadequately it might cover such a large and complex field, would doubtless put a committee on case materials in a better position to seek adequate financing and organizational arrangements for a sustained program of production. The initial problem is clearly one of establishing a beginning from which more advanced steps can be taken.

III

Recommendations

It is recommended that a committee on case materials in city planning be established. Such a committee might well be organized by the Regional Committee on City Planning which has been established under the Southern Regional Education Compact. It is further recommended that arrangements be made for a junior faculty

member from one of the universities participating in the regional program to devote part time to the problem of producing case materials in city planning. Such an arrangement for faculty time could be of great advantage to all of the schools in the region offering instruction in city planning, and of possible assistance in general curricula in political science and public administration, as well as in courses in sociology and economics. The arrangement would, moreover, seem to be very much in accord with the cooperative purposes and functions of the Regional Committee on City Planning.

It is suggested that the committee be appointed and an individual secured to begin work under its general direction without waiting to prepare a project for foundation support or to seek special financing. The initial job might involve the following activities:

1. Stimulation of the production of case materials chiefly by practitioners and teachers of planners. Some ingenious methods may need to be devised to help practitioners organize their time to do the necessary initial writing; student assistance may be helpful in easing the load of writing by teachers; some faculty time may need to be allocated for this specific purpose. But the time of experienced and articulate people must be found if the essential writing production is done.

2. The development of standards and techniques of reporting and editing case materials. Attention is called to the written instructions sent out by the Inter-University Case Program in Public Administration. These instructions are designed to interest individuals in preparing case material and to suggest form and content of acceptable studies. Something similar might be worked out by the faculty member mentioned above for the field of city planning.

3. The identification of case material which will be particularly useful in the early states of production and the solicitation, when necessary, of authors to write these cases. It will be necessary to assist in identifying case materials - and if balance is to be obtained, to suggest some of the lines along which material is needed for instructional and other purposes.

4. The working out of arrangements for the publication and distribution of the case materials. The publication and distribution arrangements for the separate cases of the Inter-University Program in Public Administration might be available and satisfactory for case materials in city planning.

If a regional journal in city planning is established, abbreviated cases might be utilized to make up one of its sections or departments. Longer cases could often be used as feature articles. Various newsletters already in existence carry a great deal of case material, but without any uniform style or method of presentation. However, news letters do contain clues as to valuable material which might be suitable for more formal case presentation.

These and other possible arrangements should be promptly explored by the proposed committee. Publication of case materials in book form might well be deferred until a fairly large number of separate cases have been prepared and tested in class work.

CHAPTER XV

CITIZEN PARTICIPATION IN CITY PLANNING

COMMITTEE ON CITIZEN PARTICIPATION IN CITY PLANNING

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REPORT

Purpose

The purpose of the Committee on Citizen Participation in City Planning was to explore the ways by which citizens in a community might, through systematic participation in the planning processes, help formulate basic planning policies, make basic planning decisions and obtain for their respective communities effective city planning commissions, competent professional assistance and the realization of well-laid city plans.

I

Findings

Citizen participation is action by any citizen or group of citizens outside the city officials who utilize an effective means of voicing their opinion on planning processes or on any segment of a city plan.

An examination of the planning processes in southern communities reveals that such citizen participation as has been accomplished has been spotty in extent and sporadic in character. There is little evidence to reveal any consistent program of citizen participation for any considerable period of time in any southern community. There are excellent examples of such participation for specific undertakings: activity to create a city planning commission, to adopt a zoning ordinance, to perfect a recreation plan or to solve other particular problems confronting the community. Yet we lack examples of consistent, long-term citizen participation in the planning programs of our southern cities.

II

Conclusions

The lack of adequate examples of citizen participation may, to some extent, be related to public indifference to all local governmental functions and processes. If citizens, in general, were more alert to the functions and operations of their local governments, the task of obtaining the participation of those same citizens in the processes of planning would be simpler and the results more effective.

The Committee is of the opinion that there needs to be an exploration of the subject in order to ascertain where citizen participation has been most successful even though it has not met the ideal goals of consistency and continuity. The failures of citizen participation should also be examined. With examples both good and bad, perhaps some general conclusions might be reached which citizens could use as a guide in obtaining effective action and competent planning in their localities.

The Committee debated whether or not citizen participation is needed, advisable or necessary in the planning processes.

There are those who are of the opinion that the citizen members of a city planning commission constitute citizen participation to the extent necessary. The unpaid, appointed members are thought to represent the general body of citizens, and to be able, along with elected officials, properly and adequately to plan, program and decide the planning needs of a given community, with or without technical assistance, depending to some extent on the size of the city.

The Committee feels, however, that city planning is more than a routine function of city government. By its very nature, city planning undertakes programs

which affect the lives and property of its citizens in more ways than do those of the operating branches of city government. The parts of a city plan which control the design and layout of unplotted lands, the plans for widening or extending roads or highways, the effective control of the uses of lands, the designs for the location of recreation areas or the preparation of a capital budget program, touch and affect so many citizens in a direct and personal way as to require all the citizens to participate in the processes of policy making, and the creation, design and effectuation of the city plan.

III

Recommendations

Recommendation No. 1

The Committee recommends that the Regional Committee on City Planning consider undertaking a study of the outstanding examples of citizen participation in city planning and the publication of the results thereof as a guide which citizens may consult.

The Committee is aware that effective citizen participation will vary in nature from city to city. There are many customary methods of obtaining citizen participation such as through citizens' planning councils, chambers of commerce, newspapers or special publications, or through many other sources of assistance, depending on the city. It is because participation by such means or through other processes is not generally known that the Committee has made its recommendation.

Recommendation No. 2

The Committee recommends that citizen participation should be effectuated in at least three points in the planning process:

a. The citizens of any community should join in determining the opportunities for development and the needs.

b. Citizens should assist in the selection of objectives from among alternative courses of action.

c. Citizens should assist in the attainment of the planning objectives.

It believes, however, that citizen groups or organizations should not attempt to assume the administrative functions or the duly constituted powers of an official planning commission.

Recommendation No. 3

The Committee recommends that the Regional Committee on City Planning sponsor other Congresses on City Planning in the South and that broader citizen participation in such congresses be encouraged.

If other congresses could be held and if there could be brought about a participation by citizens interested in city planning, together with municipal officials, there could be comparison, experience and guidance set forth in such manner as to further a program for competent city planning in our southern cities.

A P P E N D I X

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Milo M. Smith, Director Cobb County Planning Commission City Hall Marietta, Georgia	Cobb County Planning Commission
Philip A. Stedfast Director of City Planning City Hall Columbia, South Carolina	Columbia City Planning Commission
S. S. Steinberg, Dean College of Engineering University of Maryland College Park, Maryland	University of Maryland
Richard L. Steiner, Director Baltimore Redevelopment Commission 407-A Municipal Building Baltimore 2, Maryland	Baltimore Redevelopment Commission
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Seward Weber Assistant Director of Planning Department of Planning City Hall Greensboro, North Carolina	Department of Planning
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York Willbern Bureau of Public Administration University of Alabama University, Alabama	Southern Regional Training Program in Public Administration
Garland Wood City Planner City Planning Commission 217 Governor Street Richmond 19, Virginia	City Planning Commission
John Elliott Wood Town Planning Consultant 423 West Main Street Elizabeth City, North Carolina	John Elliott Wood

Name	Delegate of
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Frank W. Ziegler Nashville Chamber of Commerce Nashville 3, Tennessee	Nashville Chamber of Commerce
Warren Zitzmann Planning and Zoning Consultant Agricultural and Industrial Development Board New Capitol Office Building Frankfort, Kentucky	Kentucky Municipal League and Southern Association of State Planning and Development Agencies
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